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EFFECTS OF CHANGES OF SOVEREIGNTY ON ARCHIVES[1]

IT IS still too early to estimate the extent of the destruction that totalitarian warfare has inflicted upon the archives of Europe, and it is obviously impossible to predict what losses may be expected in the future. After the war it will almost certainly be found that, apart from complete annihilation, many records will have suffered from inadequate storage conditions while in "protective custody," that well-organized fonds will have become disarranged, and that, in general, years of strenuous work will be needed to restore order to the archival repositories of Europe. But, in addition to rehabilitation and rearrangement of archival materials, there will arise other problems that our European colleagues must face and try to solve on that still distant day that will bring peace to a tormented world. Although some "new order" may restrict the states of Europe in the future exercise of their sovereignty, it is certain that once again the map of the world will be redrafted, that new bodies politic will emerge, that territory will change hands, and that, with the territory, archives will be transferred from one state to another. As archivists we may well interest ourselves in the question of how archives have been treated when provinces were ceded in the past as a result of war or peaceful negotiation. The diplomatic history of Europe, and to a lesser extent that of this country, furnishes numerous examples from which conclusions may be drawn as to the nature and extent of the archival problems which accompany a change of sovereignty. This does not seem an inappropriate time for a study of the question. It was in 1915, three years before the end of the first World War, that Louis Jacob, a French doctor of jurisprudence, found it opportune to set forth the principles and determine the rules that had come to be accepted by the nations of Europe with respect to the delivery of archives by the ceding to the annexing

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state. His monograph is still the only general study in this particular field, but since its approach quite naturally is that of the jurist, not that of the archivist, and since the archival clauses of the treaties of 1919 have resulted in a new, highly controversial literature on the subject, I may be justified in setting before American archivists the problem, a discussion of which they have been spared thus far.

It is evident that the treatment of archives in connection with the cession and annexation of territory has been and is still in the first place a matter of international law. If a province or a part of it is ceded and annexed by another state, a new sovereignty is substituted for the former one. As a result of this substitution, the public property within the ceded territory becomes the property of the successor state. During the last centuries archives everywhere have come to be considered as part of the public property, sharing this character with public grounds, buildings, fortifications, and so on. So far the consequences of a change of sovereignty for the archives seem to be obvious: the archives share the fate of the territory; the records follow the flag. But even if this is generally admitted, does it follow that *all* the records relating to the ceded territory must be delivered up, including those of a purely historical character and those preserved with the central administrative bodies and in the national depositories of the ceding state? For example, when in 1871 Alsace-Lorraine was annexed by Germany, did the latter obtain all the records relating to the two provinces, even those of the Archives Nationales, of the archives of the Ministry of War, and of the other archival establishments, or only those of Metz, Strasbourg, and Colmar? When Austria-Hungary was dissected and divided among seven states, did it mean that each of these states received its share of the records in the Haus-, Hof-, und Staatsarchiv in Vienna along with the railroads and the barracks? Because of the increasing centralization of administration and because of the setting up of archival repositories, the transfer of archives from state to state involves problems so difficult and complex as to require definite provision in international treaties. It is in the so-called technical clauses of the treaties that regulations as to the treatment of archives are found.

Peace instruments of the Middle Ages and of early modern times frequently did not contain regulatory clauses of this kind. In the period of the patrimonial and feudal state a principality was a cluster of properties of the prince and of feudal services owed him by his vassals. If territory was annexed the new owner needed the docu-

ments that were evidence of prior and present ownership of the property and of the feudal services due him as the successor of the former lord. Private law required that title to property had to be delivered with the property itself and there did not in this period exist a clear-cut distinction between private and public law. Cession of territory was accomplished in the form of a transfer of real estate. When clauses referring to archives began to appear in international treaties, they were exclusively aimed at the lawful delivery of the documents that could serve as the evidence of ownership or feudal rights acquired. Only as private and public law tended to become distinct spheres and as sovereignty began to be conceived as a distinguishing mark of the emerging modern state was a more specific provision adopted; the cessionary was required to deliver all titles and documents establishing the sovereignty of and the rights to the ceded territory. The archival document as the proof of territorial rights received its utmost significance in the policy of Louis XIV. Whenever a country was conquered by the French armies, legal experts began to search its archives for titles on which new claims could be based. Louis XIV called this discovering new countries. The archives no longer followed the flag; the flag seemed to follow the archives.

During this early period of the formation of the state and of the history of archives, the successor state could not be interested in getting the administrative records of the annexed territory because administration in the sense of a continuous action of the government did not exist. In the seventeenth century the picture began to change. The emerging modern state entered new fields of activity, set up an ever expanding machinery for their administration, and began to accumulate records as a by-product of administrative work. In an age of steadily growing competition between the European states, when each of them was fervently striving to increase its economic and military power, techniques of administration became secrets that were to be guarded as closely as the production methods of an industrial concern of our day. For the first time we learn of large scale removals of records from provinces in danger of being invaded in order to prevent the enemy from administering, that is, exploiting them; for administration has become dependent on records. It was only logical that, when territory changed hands, the new lord wanted to obtain the records of the prior administration. Peace treaties of the seventeenth and eighteenth centuries, therefore, show

that gradually a formula came into use that took into consideration the administrative needs of the successor state. Their archival clauses were no longer confined to titles of dominion and sovereignty. They began to provide for a transfer of all the letter books, documents, papers, and archives pertaining to or belonging to the ceded territory. All these materials, if they were preserved in the territory, became the property of the annexing state, and if they had been removed in the course of hostilities they were to be restored to their former place of custody. But what was to happen if, as an effect of the cession, parts of a province were separated from their former capital where the records relating to them were preserved? It was obvious that in such a case the successor state needed more than the records found in the territory itself. The cessionary, therefore, had to promise to deliver the records pertaining to the ceded region from the archives of its former administrative center. On the other hand, since it was realized that the archives of the ceded territory might contain documents of importance to the cessionary, the acquirer had to retrocede them to the former possessor. Where a separation of the records in accordance with the new status appeared to be infeasible, the contracting parties promised each other copies of documents which they might need in the future.

The effects of a change of sovereignty on archives thus became more complex, and the clauses of international treaties correspondingly more articulate. A definite procedure for the delivery of archival material was being worked out. The contracting parties stipulated that special commissioners should be nominated for this purpose and that the extradition and retraction of records should be effectuated within certain time limits, extending from two to six months. Not always were these archival clauses faithfully observed. After the diplomats had finished their work and ratifications of the treaty had been exchanged, the ceding party frequently withheld whatever documents it could, hoping that some day it would recover the territory that it had been forced to yield. The result was that in the next treaty there had to be inserted retrospective and retroactive clauses aimed at forcing the reluctant state to pay its archival debts and to deliver documents that should have been handed over decades ago.

All difficulties remained on a minor scale, however, for reasons which can readily be explained. In the first place, in spite of the expansion and intensification of administrative activities, the absolute

state was less centralized than one would assume. In many respects the different provinces enjoyed a considerable degree of independent life, and the records of the provincial authorities would tell the story so completely that, in case of annexation, the acquiring state would not need to claim the records from the central authorities of the cessionary. The customary wording of the archival clauses, "records belonging to" or "records pertaining to the ceded territory," was never interpreted to mean anything else than the archives found within the territory and possibly those of the former provincial capital if that capital remained outside of the cession. Delivery and disintegration of archival bodies were thus confined to those of the outlying regions, and the records of the central government were left untouched. Such a clause, however, could very well be interpreted in an all inclusive sense, and that is what happened for the first time at the end of the eighteenth century. With the third division of Poland, one of the major states had been wiped off the map of Europe. Russia had laid her hands on the central fonds in Warsaw but her partners were not willing to let her get away with her booty. Therefore, it was agreed that there be allotted to each of the partitioning powers the portion of the Polish archives that pertained to its share of the territory. The partition was carried out with the greatest strictness and rigor. It was applied not only to the unbound papers. Even bound books were taken apart if it appeared that some of the documents copied in them referred to Prussian possessions and others to Austrian or Russian possessions. All the dangerous consequences of the provision, formerly so harmless, that records pertaining to the ceded province must fall to the annexing state, were thus revealed for the first time.

In the following years, so abundant in changes of sovereignty, what has been called the "principle of pertinence" was more and more enforced by the victorious state. It called for a complete delivery of all the records whether preserved in local repositories, in regional agencies remaining outside the ceded territory, or in central agencies and in central establishments of the cessionary. Very soon Prussia was to experience its effects. She lost most of her former Polish possessions by terms of the Treaty of Tilsit that stipulated delivery of the following archival materials to the new Grand Duchy of Warsaw: "The archives containing the titles of ownership, documents and papers in general whatsoever relating to the countries, territories, domains, estates that H. M. the King of Prussia

has ceded under the present treaty and also the maps and plans of the fortified places, citadels, castles, and fortifications situated in the ceded countries." Once again the extradition comprised not only local and regional materials but also records of the central agencies and even the holdings of the Privy State Archives in Berlin. The traveling era of records had been inaugurated, as the following case shows even more clearly. In the same Treaty of Tilsit the Kingdom of the Netherlands obtained the Prussian province of Ostfriesland. Central records relating to the province were delivered from Berlin; were in 1815 turned over to Hanover together with the territory; and, finally, were returned to the Privy State Archives in Berlin when Hanover was swallowed by Prussia in 1866.

Wholesale extradition of records in connection with a change of sovereignty when conscientiously carried out proved to be a painstaking and time consuming procedure. Prussia set the record when after the Congress of Vienna of 1815 she claimed all the record materials relating to territory ceded to her by Saxony. The Prussian commissioners took their task so seriously, insisting on the delivery of thousands of binders dating back to the seventeenth century, that the work had not been finished when in 1866 war between Prussia and Saxony made its continuation impossible. But the Saxon archivists could not rejoice for long. When peaceful relations between the two countries had been restored, the extradition problem of 1815 was reopened and records were transferred until 1883. Needless to say, this transfer of records in "slow motion" has left serious gaps in the holdings of the Saxon State Archives.

Another case of wholesale extradition of archival materials did not have any better results. When in 1831 Belgium seceded from the Kingdom of the Netherlands, all the archives, maps, plans, and papers belonging to her territory and concerning its administration had to be handed over. The Belgian government apparently was in no haste to obtain them, however, for it was as late as 1839 before arrangements were made for the necessary separation of the documents, a difficult task since mostly chronological files were involved. Great masses of papers were singled out for Belgium and shipped to the Archives générales du Royaume at Brussels where they immediately became dormant. Talking about this transaction in 1924, R. Fruin, co-author of the famous Dutch manual, mentioned that these papers had been kept wholly unarranged for decades and that even then he was very much in doubt whether or not they had been

described in an inventory. This indeed was by no means a minor task since quite naturally the indexes and other finding mediums had been retained at the Hague.

While these unpleasant experiences were taking place as a result of the all inclusive transfer of archival materials from the ceding to the annexing state, the character and the meaning of archival bodies were undergoing a far reaching change. The events of the French Revolution had caused the setting up of special repositories for the older materials turned loose by destruction of the institutions and agencies of the past, and the idea of a specialized archives service had been taken over by other countries of Europe. At the same time the holdings of these archival repositories had acquired a new meaning. The dignity of source materials of history, previously restricted to medieval charters and chronicles, was extended to an ever widening scope of documents. With nationalism emerging in a period of French hegemony, historiography received its impulses from the needs of nations desirous of asserting their individuality and their right to independent existence by studying their past. And this past lived on not only in monuments but also in the records.

That a nation which is robbed of its archives loses more than heaps of dusty papers was brought home to the peoples of Europe in a most drastic way. The Roman emperors returning from victorious campaigns led illustrious prisoners and displayed the treasures of the conquered enemies in their triumphal processions. The conquering armies of the French Revolution took over this Roman idea of conquest by forcing the subjugated countries to deliver some of their most cherished treasures of art. By removing them from a state where they had been polluted by the spirit of servitude and transferring them to the sanctuary of liberty and equality they underwent what was called a process of purification. Under Napoleon archives began to share the fate of works of art. From Germany, the Netherlands, Italy, Spain, and Austria masses of archival materials were abducted to Paris where they were to be preserved in a huge archives building near the Pont de Jéna, all this being done without any provision in the peace treaties. This move had a practical and at the same time an ideological background. There were, in the first place, financial advantages that Napoleon hoped to derive from this unique concentration of records. He had been promised that by servicing them as much as 500,000 florins in fees could be collected annually. But, beyond that, the foundation of the new imperial

archives had a deeper significance: it embodied the idea of the French Empire, the successor of the empire of Charlemagne, and it was meant to deprive the subjugated countries of something more precious than paper—the silent witnesses of their individuality and their independence.

The Napoleonic rape of archives was only an interlude, but it contributed no doubt toward a greater realization of the delicate nature of a transfer of archives from state to state. On the other hand, the Prussian and Belgian experiences had evinced the technical difficulties of the procedure if carried out too assiduously. It is therefore not surprising that from about the middle of the nineteenth century there began to prevail a more carefully considered idea of the meaning and scope of such transactions. The peace treaty of Vienna concluded between Austria and Italy in 1866 makes this apparent. It gave to Italy the archives of the ceded territories, the documents concerning their administration, and the political and historical documents of the old Republic of Venice, which had been removed to Vienna. The retradition of documents relating to those parts of the cession that remained in Austrian hands was also stipulated. Both parties furthermore promised "to allow authentic copies to be taken of historical and political documents which may interest the territories remaining respectively in the possession of the other contracting power and which, in the interest of scholarship, cannot be taken from the archives to which they belong."

This provision undoubtedly marks a turning point in the treatment of the problem under consideration. It is the first echo of the famous *respect des fonds* in the sphere of international law, and it seems to have exercised a lasting influence, which was especially exemplified by the way in which in 1871, Article 3 of the Treaty of Frankfort between France and Germany was formulated. This article stipulated that the archives, documents, and registers relating to the civil, military, and judicial administration of Alsace-Lorraine had to be delivered up by France and that if some of them had been removed they had to be returned to their prior depository. The ceded territory consisted roughly of the three départements of Haut-Rhin, Bas-Rhin, and Moselle. But, since some districts of these départements remained with France, while from the département of the Meurthe, with its seat in Nancy, the arrondissements of Sarrebourg and Château-Salins fell to Germany, some further regulation was given in Article 18 of the additional Convention of Frankfort.

It said: "The High Contracting Powers promise reciprocally to deliver all the titles, plans, books of assessment, registers and papers of the respective communities which the new frontier has detached from their former administrative centers and which are preserved in the archives of the seats of département or arrondissement on which they formerly depended. . . . The High Contracting Powers will make available to each other . . . all the documents and all the information relating to matters concerning both France and the ceded territory."

The implication of these two articles is perfectly clear. Germany receives the three archival depots of Colmar, Strasbourg, and Metz as a normal consequence of annexation; therefore, this is not specifically stipulated. It is expressly stated, however, that records concerning the administration of the cession must be delivered and, since it is provided that records that had been removed must be returned to their former place, it follows that only local materials and not records of central authorities are meant. With regard to records concerning localities that had been detached from their former administrative centers, the scope of the extradition of records is definitely settled; only records of the prefectorial and subprefectorial administrations are involved.

Nothing is known about the genesis of these two clauses. French authors are inclined to ascribe their formulation to the French negotiators and believe that in proposing them to the Germans they had a special objective in mind. Months before the armistice German archivists had paid an unwelcome visit to the archives of Nancy and had compiled a list of all the historical fonds of Lorraine that were to be claimed by Germany; hence, Article 3 of the peace treaty was phrased in such a way as to preclude any attempt at breaking up the valuable archives of Nancy. Since Bismarck was inclined not to offend French sensibilities for minor purposes, it is quite probable that the archival clauses of 1871 are indeed the result of the protective exertions of the French negotiators.

The solution adopted in 1871 satisfied the legitimate needs of both parties. It gave to the acquirer the archives repositories of Alsace-Lorraine and the papers needed for administrative purposes; it left untouched the central records of the cessionary and the historical fonds outside the territory. When Louis Jacob, in his study of 1915, raised the question of what should be asked from Germany in the case of the recovery of the two provinces, he felt that France

could not claim more than she herself had ceded in 1871. Jacob's monograph may have attracted the attention of French statesmen. When the Allied and Associated Powers concluded with Germany and her former allies what the Nazis like to call the "Paris Suburban Treaties," Article 3 of the Treaty of Frankfort was almost literally taken over into the different peace instruments. On the basis of Articles 38 and 52 of the Treaty of Versailles, the extradition of records from Germany to France and Belgium was carried out without any friction worth mentioning. Poland, on the other hand, wanted to interpret the archival clauses of the treaty in the widest sense and to obtain all materials relating to that part of her territory that was formerly German, including those of the State Archives in Berlin and of the central authorities. In parrying these claims the German archival experts made effective use of the principle of provenance as a weapon of defense.

Indeed, such claims could not very well be based on the letter of the Treaty of Versailles, a fact that may have induced the Polish government to insist on more explicit clauses in the Treaty of Riga, concluded with Russia on March 21, 1921. It called for the extradition by Russia of all archives abducted from Poland since 1772 and of all records of central as well as of local authorities relating to Polish territory with the exception of documents preserved in central state archives and constituting historical collections. The Polish claims to some of the central records at least could be justified, since many of the administrations whose records were involved had been central authorities of Poland with their seat in Warsaw, or, if located in St. Petersburg, had dealt with Polish affairs exclusively. As a result of stubborn Russian resistance, however, actual deliveries under the Riga treaty have not been very satisfactory for Poland.

By far the greatest archival problems were caused by the disintegration of the Hapsburg monarchy. They have resulted in a rich and highly technical literature in which the divergent viewpoints are brought out in sharp relief. The archival clauses of the Treaty of St. Germain are more comprehensive than those of the Versailles treaty. Article 93 of the former stipulates the extradition of the archives pertaining to the administration of the ceded territories and is simply a repetition of the respective articles of Versailles and Frankfort. Beyond that, Austria was to relinquish to the successor states all the fonds of an historical character that, since the seventeenth century, had been removed to Vienna. The Austrian govern-

ment and its committee of experts were willing to part with these fonds and to carry out Article 93 in the accepted sense, but they were equally determined to prevent the disintegration of the central fonds of the Vienna archives. Early in 1919 they had agreed to make the principle of provenance the basis of negotiations with the six successor states, and Ludwig Bittner, the present director of the State Archives in Vienna, had given to it a version that was particularly advantageous for that purpose. According to Bittner, the principle of provenance prescribes that a body of archives must be preserved in its original form and at the place of its origin. Two noted archival theoreticians, Jenkinson and Fruin, have pointed out that this is giving to the principle of provenance a completely new turn, since the place where a body of archives is preserved is a fact of minor importance and need by no means be that where it originated. The Austrians, however, were lucky enough to create a precedent. The Italians, anxious to get hold of some fonds which in contradiction to the treaty of 1866 had been retained by Austria, had sent, together with their armistice commission, a committee of archival experts to Vienna. The eminent Italian archivist Eugenio Casanova was not a member of this committee, else he would have warned his colleagues against signing the convention of May 26, 1919, in which the principle of provenance in the Austrian sense was formally adopted as the basis for all future transactions.

The interpretation that the other successor states thought to give to Article 93 of the Treaty of St. Germain was entirely different. They felt that the territories they had acquired had contributed for a long time to the upkeep of the Vienna archives and that these archives contained materials indispensable for the administration of these territories. If in the course of administrative reorganization functions were transferred from a discontinued agency to other agencies, it was considered obvious that the records should follow the functions. Was it not natural that the same procedure should obtain if different states took over the functions of a disintegrated state with respect to certain territory? But not only administrative problems seemed to be involved. Was it not true that the Vienna archives comprised the documents without which the history of the different states could never be completely understood—documents that were a monument of their dependency on the much hated monarchy? While Napoleon had intended to deprive the subdued nations of their past by abducting their archives, the heirs of Austria

wanted to obtain their full share of the Vienna archives to extinguish the last vestiges of Austrian domination.

It is impossible to discuss in detail the complicated and lengthy negotiations that followed. In these Austria's bargaining position was extremely weak. Largely dependent on the good will of her neighbors, she had to sacrifice archives, without which people can live, to get bread and other food, without which they cannot live. While in the special conventions with Czechoslovakia and later with the other successor states, the principle of provenance was still theortically acknowledged as the basis for extradition, Austria promised to deliver from her central repositories to the successor states all the records pertaining to their newly acquired territories for the period from 1888 to 1918. The technical difficulties that resulted were enormous, and special delegations had to be sent to Vienna to carry through the work of separation. Since in most cases the inventories were not detailed enough to indicate whether transactions dealt with the whole of the monarchy or with any particular section, it became necessary to consult the indexes and even the documents themselves. How much the successor states have gained by obtaining fragmentary materials torn from the fonds to which they belonged and almost unusable since not only the general materials, but also the finding mediums remained in Vienna, it is impossible to state. It is clear that the modern holdings of the Vienna archives have been torn apart in a most undesirable way, and even a neutral observer such as Dr. Fruin has been highly critical in his comments on the procedure, which indeed is against the true spirit of the principle of provenance.

This survey would be incomplete without a brief indication of what have been the effects of territorial changes on the archives of this country. The treaties through which the United States acquired Louisiana and the Floridas claimed, along with vacant lands, public buildings, fortifications, and barracks, the "archives and documents relating to the property and sovereignty of the ceded territory." They thus used a clause that was already outmoded in Europe, and one that has considerably hampered American efforts to obtain the records needed for the judicial administration of the ceded territories. The treaty of Guadelupe Hidalgo does not refer at all to the treatment of archival materials. In the treaty with Spain of December 10, 1898, once again only "documents exclusively referring to the sovereignty relinquished or ceded" were demanded, documents, it

was said, "that may exist in the archives of the Peninsula." This proviso, however, has never been carried into effect. Most comprehensive in its scope is the archival clause of the convention for the cession of the Danish West Indies. While the unratified convention of 1902 was confined explicitly to the "government archives, papers, and documents relative to the Islands ceded and the dominion of the same which may be existing there," the text of 1916 says: "In this cession shall also be included any government archives, records, papers, or documents which relate to the cession or the rights of property of the Islands ceded, and which may now be existing in the Islands ceded or in Denmark." Neglecting textual difficulties—the word cession is used in the same sentence with two different meanings, namely, the act of ceding and the territory ceded—we can conclude that thus the United States acquired a right to all the public records of the islands as well as to those relating to them that were preserved in the Royal Archives in Copenhagen and in the different provincial archives of the kingdom. Seldom, in the history of our problem, has there been a greater discrepancy between what could be claimed and what was actually obtained by a successor state. The United States did not get any records from the Danish motherland; instead, a large portion of the local materials was removed from the islands before the United States took possession. The indifference shown by the federal government may be partly explained by lack of the competent advice of archivists.

The preceding discussion should have indicated reasonable ways of treating archives at some future peace. Where only border districts are involved in a change of sovereignty, the acquiring state will have a perfectly good title to the archives found in the territory itself and to the administrative records pertaining to it that exist in the files of regional and local administrative centers which remain outside the cession. The soundness of such a provision is borne out by the experience had with Article 3 of the Treaty of Frankfort. But future territorial changes may be more far-reaching. Whole states may again be dismembered. Whatever the outcome of the war, let us hope that existing national repositories will not be broken up, and that files of central agencies will be left untouched. That resuscitated nations like the Poles and the Czechs considered the records of a foreign domination as essential to the history of their past and as part of their national patrimony and wanted to obtain them, is readily understood. But, while a picture that is taken from the walls

of a museum has never been an integrated part of the collection to which it belonged and will have same value whether it hangs in Vienna or in Prague, records that are torn from the body of which they are an organic part lose in value and meaning. That archival amputations can be avoided even where a political structure is entirely destroyed is proved in the history of our problem by a remarkable instance of the use of common sense. When, in 1715, High-Guelderland was divided among Austria, Prussia, and the Netherlands, its archives were maintained intact in Roermonde in the Austrian part. Each of the successor states received a copy of the inventory, and each of them could ask for copies of all the documents needed. To the vast masses of nineteenth and twentieth century records such a remedy would not be applicable. Microphotography, however, suggests itself as a possible solution for many of the difficulties that might be encountered. The rapid advance of technology is mainly responsible for the dangers that menace our archives in times of war. May technology atone, in part at least, by protecting them against the dangers of peace.

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OLD RECORDS IN A NEW WAR[1]

THE "Act to establish a National Archives of the United States Government, and for other purposes" was approved on June 19, 1934, and on October 10, 1934, the President appointed the first archivist of the United States, thereby giving effect to the act. Thus less than eight years ago—and less than six years before the United States was destined to face a great national emergency—the National Archives came into being. Even then the country was far from what had once been termed a state of "normalcy." It was still in the throes of a domestic crisis. Depression was the order of the day, and unemployment, with all of its attendant evils and potentially disastrous developments, was threatening to become permanent. Programs and policies for combating the depression had already been initiated, however, and responsible officials were so thoroughly convinced that the problems of the depression were without precedent in American history that there was little demand for information about the techniques used to remedy similar conditions in earlier decades. So the National Archives was organized and began its work about six years before the country faced a great national emergency which might directly influence its archival activities.

Only with the fall of France in the late spring and early summer of 1940 did the people become conscious that a national crisis was once again at hand. And administrators immediately realized that although the magnitude and many of the detailed aspects of this crisis were without parallel in the past, the general characteristics of the emergency were very similar to those of the emergency the nation had faced in 1917-1918. Measures and policies which had been appropriate and necessary then well might be appropriate and necessary now. With that realization came a change in the status of records created by national defense agencies during the World War and left by them as tangible evidences of the policies and activities which had sufficed to meet that emergency.

Broadly speaking, the agencies constituting the federal government during the first World War—as in the present World War—may be divided into two groups: the old-line permanent government

[1] This paper was presented at a meeting of the Washington Chapter of the Special Libraries Association in the Coolidge Auditorium of the Library of Congress on April 14, 1942. It was published as a miscellaneous processed document for use only by officials of the federal government by the National Archives in April, 1942.

agencies that either had been established primarily to aid in the national defense, such as the War and Navy Departments, or were normally entrusted with duties that inevitably were increased by the state of international belligerency, such as the State and Treasury Departments. The second group consisted of the temporary super-agencies established for the sole purpose of expediting the prosecution of the war effort, such as the Food Administration, the War Industries Board, and the Railroad Administration.

The first World War records of the permanent old-line government agencies in time simply became parts of record groups that dated back to some earlier decade. The temporary mushroom growth, caused by the multiplication of duties incident to the war, led to the creation of new subdivisions within their frameworks and to the frequent intra-agency reorganizations that characterized their existence from 1917 to 1919. These developments prompted the creation of many specialized files and the establishment of many new files unconnected with other papers in the prewar files of the agencies but in general all of these files for the period of the first World War gradually became simply groups of records embodied in larger groups of more or less similar records. When temporary subdivisions were liquidated their records were taken over by permanent units, and for the most part they were kept in current files for a varying number of years after the armistice. As the needs of current business required, they were integrated with other files and eventually, when for some reason administrators decided to start a new record-keeping system or to weed out noncurrent material, these first World War records and their postwar accretions were simply added to the tremendous collections of old records already accumulated in storerooms. No special problems attached to the first World War records of these agencies. The period of the war had simply been a period of more rapid growth in the stack of official documents of the agency; the character of that stack had not changed materially and the only peculiar difficulties were those of magnitude.

Far different was the situation in regard to the records of the various temporary emergency agencies which constituted the super-government of the United States during the war. The super-government, through its various instrumentalities, delved into aspects and activities of American life never before of official interest to the government and never again until the present emergency considered a legitimate field of governmental activity. Because in 1917 and

1918 Congress and the President judged that the normal scope of government jurisdiction did not include this field, they intentionally established these agencies on a purely temporary basis. The activities and responsibilities of the Food Administration, for instance, might well have been turned over to the Department of Agriculture, but to do so might have invited an effort to make them permanent functions of that department. It was better, they thought, to let the permanent agencies of the government continue their normal peacetime activities in so far as possible and where necessary to let them simply close shop for the duration without disturbing their legal foundations and scopes of authority than to supplant those normal activities with some special war effort in a field of activity that was not a normal field for governmental interference. By creating special agencies to handle these special problems, officials believed, it would be easier to effect a return to the normal peacetime relationship of government and the governed. When problems peculiar to wartime had ceased to exist, the temporary agencies could be abolished, lock, stock, and barrel.

This theory of emergency government was commendable in many respects, but to the archivist it had one most discouraging feature. when the various temporary agencies were abolished their records were not similarly abolished—and they remained to create many an archival headache. For years it seemed that they might as well have been completely wiped out of existence, to be sure, for they received a minimum of attention. There were exceptions. To the records of the operation of the selective service system were ascribed such importance that Congress appropriated $3,500.00 to enable the Office of the Adjutant General to arrange and maintain them. "Never in the history of this or any other nation," he declared, "had a more valuable and comprehensive accumulation of data been assembled upon the physical, economic, industrial, and racial condition of a people. It contained the first and only record of the manpower of this nation. It would be of untold value to the physician, the economist, the sociologist, and the historian for many decades. . . ."[2]

Certainly General Crowder's words could well have been paraphrased to apply to other groups of records created by the first World War emergency agencies. In the papers of the War Industries Board, the Fuel Administration, the Shipping Board, the Railroad

[2] *Final Report . . . to July 15, 1919*, 9.

Administration, and other similar agencies was buried the story of America's first attempt to achieve total industrial mobilization—and it might be added that this was the most successful attempt the world had then seen. So successful was this effort that in later years the government of Nazi Germany carefully studied the operations of the American system and then adopted for its own a system primarily based on it, with variations to suit the particular circumstances. Other agencies had been equally important in the war effort. The Food Administration, the Alien Property Custodian, the National War Labor Board, the Council of National Defense—all had played their parts. Some had passed through periods of frustration and failure before achieving success—and explanations of these failures often were buried deep in the records, explanations which might help later officials facing similar problems to avoid similar mistakes.

Regardless of the potential importance of these records to later administrators, they all shared in varying degrees the same fate: dead storage, confusion, and near oblivion. The philosophy back of this treatment was quite understandable. The nation had just completed a tremendous effort which had won "the war to end wars." The era of armed conflict was to become a thing of the past in a newly enlightened and civilized world. On the one hand, its friends knew that the League of Nations would insure everlasting peace. Those who disagreed with this thesis, if they thought of potentialities at all, knew that the United States was isolated from European conflicts and had become involved in the World War only through the evil machinations of a minority pressure group and its followers. Whichever theory most appealed to an individual, the resultant psychology was the same: "We need not worry about future wars, and therefore we need not worry about future industrial mobilizations." The fact that at that very time a special section had been established in the War Department to make future industrial mobilizations proceed more expeditiously and that the Joint Army and Navy Munitions Board was actively co-operating with that section was not of particular importance to the world at large. Likewise the fact that Congress had appropriated funds to maintain the records of manpower mobilization was completely irrelevant. That had been done because of the economic, sociological, and historical importance of those records; not because of their military importance. The scholarly muses may smile a bit wryly as they look down today and see a new mobilization of manpower expedited in many

ways by reference to those same records—records which have not yet been greatly exploited for economic, sociological, or historical scholarship!

Even before Wilson left the White House almost all of the emergency super-agencies of the first World War had been abolished. The peace had not been legally established yet, but as the world returned to normalcy the records of those agencies began their peregrinations, starting from the various temporary buildings in which their agencies had been housed to storage in the momentarily most available garage, attic, or basement. Legally each group of records was transferred to the custody of some permanent agency of the government. Essentially many of them were virtually abandoned. No one had authority to destroy them, so they were kept, bandied from basement to attic, from building to building, and even in and out of the District of Columbia. Each move, of course, had a deleterious and cumulative effect on the records. File drawers flew open and papers were dumped on the floor, unceremoniously swept up, and returned to the drawer utterly without order; file cases containing segments of continuous series of records became separated; some few became entirely lost. What had once been an alphabetical file from A to Z might eventually become a fragment, K to M. Confusion soon became the one outstanding characteristic common to the records of nearly all first World War emergency agencies.

Then, with the establishment of the National Archives, concentration of the records of these agencies in a permanent depository was begun. The government began housecleaning. From cellars packed to the beams with file cases, from attics and garages jammed with a variegated assortment of boxes and cases, records began to appear. Within two years there were in the custody of the National Archives the records of the War Labor Administration, the Food Administration, and the Railroad Administration, or parts thereof. To these were soon added the records of the Shipping Board, the Fuel Administration, the Committee on Public Information, the Alien Property Custodian, the Council of National Defense, the War Industries Board, and other lesser agencies. When this material had been accessioned and stored, however, the work of the National Archives had scarcely begun. Generally these files had not been used for years. Despite their obvious importance and despite the interest attaching to their content, no prying scholar nor curious administrator had penetrated their mysteries for years. Their peregri-

nations had induced such confusion and chaos that at the time of their arrival at the National Archives search in them was well nigh impossible.

Within the limits imposed by those general principles of archival economy that are endorsed with varying degrees of unanimity by archivists the world over, the physical and paper arrangements into which these files might be sorted were discretionary with the staff of the National Archives. In many cases so little was left of the original scheme of arrangement that whole files must be put together on the basis of slim clues as to what the creators of those files must have intended. And there were few applicable precedents to guide these efforts. The National Archives was so newly established that it had created few precedents for itself; obviously it could depend on European precedents to only a limited extent, owing to the differences in archival problems in European countries and in the United States.

Furthermore, the records of these agencies were records unparalleled in American experience. They dealt with subjects and fields of jurisdiction never before pertinent to governmental activities. It was possible only to hypothesize as to the probable demands, in type and form, that scholars, historians, economists, and sociologists, as well as administrators, might some day make upon them. Scholars might be interested in certain aspects of industrial mobilization—at some vague future time. Certainly hitherto they had steered a course definitely at a safe distance around any contact with these records; whether this was by necessity or by choice remained to be seen. If they had been deterred from using these records simply by the storage conditions that had prevailed, that deterrent would be remedied; if simply by the subject matter, that could hardly be changed.

Potential scholarly use had to be kept in mind when arrangements were worked out and finding mediums were developed. Furthermore, by the later 1930's the turn of world affairs no longer seemed to preclude the possibility of war quite as positively as it had fifteen years earlier, so there might be administrative calls upon these records by government officials who, in time of crisis, were entrusted with the industrial mobilization of the nation's resources. What was the best way to arrange the records, and what finding mediums should be prepared in order to enable the archivist to answer the questions of a second Bernard Baruch, as well as the questions of an economist or historian?

In the absence of specific experience to guide the archivists, the records of each emergency agency of the first World War period were arranged in general according to the organization of that agency at some specific chronological period of its existence. It was frequently impossible to follow this principle in its entirety, for some units of the agency that existed only before or after that period were represented by records that had to be included in the arrangement. There were instances in which the groups of records of whole agencies became parts of the records of other agencies that had inherited their functions upon reorganization. Thus the records of the General Munitions Board and of its subdivisions were made a part of the records of the Council of National Defense; and, in turn, the records of many subdivisions of the Council of National Defense formed parts of the files of succeeding units of the War Industries Board. These were not arbitrary decisions. They were simply recognitions by the archivists of administrative developments which had taken place decades before. The egg could not be unscrambled.

Generally speaking, however, the principle of arranging according to the organizational structure of the agency at some specific period was followed both in the physical arrangement of the records and in the creation of finding mediums. Thus, once it was established that a given file of correspondence was the file of Hugh L. Frayne, chief of the Labor Division of the War Industries Board, that file was listed under the heading, Labor Division, War Industries Board, and all other files of that unit were listed under the same heading, with appropriate subheadings as needed.

None too soon were these finding mediums completed. Soon after the fall of France the President, in July, 1940, formed the Advisory Commission to the Council of National Defense, essentially a resurrection of the first World War agency of similar name. Soon afterwards the Office of Production Management assumed its duties, and it was in turn succeeded by the War Production Board. Whatever the name given the agency, and despite the reorganizations it has undergone, the present War Production Board is essentially the 1942 version of the War Industries Board, entrusted with the same single task of mobilizing American industries for war—total war.

As the War Production Board and its many subdivisions were formed and as they began to organize, naturally they turned to the experience of a quarter of a century ago for guidance. Very little of that experience had found its way into print. To be sure there

were volumes on the mobilization of American industry and on how the factories won the war; but for the most part these were vague generalities and failed to include the technical and specific information which might reveal the secrets of how it was all done. There were almost no detailed statements of how, where, and when munitions and ships were produced; of how priorities were administered, of the differences between a priorities system and an allocation system, and of why one worked better than the other.

Lacking printed summaries of what had gone before, newly appointed government officials who swarmed into Washington fresh from private industry to head defense agencies could only turn to the manuscript records of their predecessors of twenty-five years ago. They realized that their problems differed in some respects from those of the first World War—but they knew, too, that in many other respects theirs were the same problems. At least they wanted to know how the parallel organization of the 1917-1918 vintage had been set up. What changes did it undergo? Why? How did it work? What were its procedures? Even the format of office records was investigated. Exactly what blank forms, containing what questions and what statements, had been used in 1918? How had industrial inventories been recorded and kept current?

Again and again these same questions were asked about various first World War units. As each new unit in the present War Production Board was set up under that board or under the Office of Production Management, the new personnel asked these same questions about the forerunner agency of the first World War. In some cases the same records were withdrawn time and again and sent to different offices for examination; it was necessary, in order to save wear and tear on the documents themselves, to make photostatic reproductions that could be circulated as often as wanted.

Initially these questions from emergency agencies centered about the twin problems of office organization and procedure, and that fact alone differentiates the servicing of these records from the servicing of records of old-line government agencies. Normally an old-line agency sends a group of records to the National Archives after a more or less definite lapse of time since they have been current files. If the office is still using the same procedures that it was using when the files were created, and if it is still organized in about the same way, very seldom will it ask questions about its own procedures or organization. If the procedures and organization have

altered, on the other hand, there will be little or no occasion to refer to such dead issues after the records have been sent to the National Archives. Rather, the normal questions from an old-line agency about its own records is a request for a fact contained in some document.

This difference is quite understandable. There is a continuity of personnel and existence in an old-line agency that almost invariably insures against any need to consult old files for procedural precedents. But the emergency agencies of the second World War have almost no personnel formerly employed by similar agencies of the first World War, and even those few individuals, over a span of twenty-five years, have forgotten details.

These circumstances have posed many problems for archivists servicing the records of the emergency agencies of the first World War. The arrangement which had been given these records was not always sufficient to enable the archivist to find answers to important but detailed questions. So supplementary finding mediums, constituting paper cross sections of the records, had to be compiled. For instance, it proved necessary to make a special list of reference material available on the subject of conservation in the Council of National Defense and War Industries Board files. How were efforts toward conservation proposed and executed? What items were placed on conservation lists? It did not matter to the executives of the War Production Board which division or unit of the War Industries Board had carried on the work in respect to a particular commodity; what did matter was what was done, and the material that might shed light on that matter had to be listed for ready availability. Similarly, how had the War Industries Board solved the problems inherent in other duties? How had it administered priorities and price control? How had it co-ordinated its efforts with those of the War Trade Board? It was impossible to find the answers to these questions in any single document; and pertinent papers might be scattered through the records of a dozen different sections. Therefore as rapidly as possible supplementary finding mediums, listing material pertinent to these and similar questions, had to be compiled.

That these supplementary lists were necessary implies no unwarranted criticisms of the arrangement of the records of the War Industries Board. It does mean, however, that without question no one arrangement will suit all purposes and that paper arrangements are therefore necessary supplements to physical arrangements of

records. In no sense does it mean that every subject in a long file must be indexed. That would be impossible, considering the magnitude of the government's record accumulation. But almost necessarily, in any single emergency agency there will be some one, two, three, or more functions of such obviously paramount importance that wisdom will dictate compilation of special finding mediums even before there are demands for them. An example may suffice: at present there are in the National Archives the records of the War Department Claims Board and certain of its subsidiary units—not all of them, but several. These agencies dealt with the claims of manufacturers and others on account of contracts entered into before November 11, 1918, and then discontinued by the government after hostilities ceased. In many cases manufacturers had bought material to be fabricated into munitions, or had built new factories that had not yet gone into production of war materials. When the government wanted to cancel its orders, the manufacturer was left with these surplus materials or plants, useless for peacetime production. So the government established these boards to negotiate settlements equitable alike to itself and to the claimant. Obviously it is far too early in this war for the responsible officers of the War and Navy Departments to start worrying about the detailed problems inherent in the possible ultimate cancellation of the contracts that they are even today negotiating. They have a war to fight first. It is not too early, however, for the custodians of these records of 1918-1919 to consider the demands that will probably be made upon them months or even years hence. On the basis of experience with the War Industries Board records, it is pretty safe to predict that someday a War Production Board official, a War Department official, or some other administrator will ask just how the government went about cancelling those contracts.

It is well worth noting, too, that the demands on the records of the War Industries Board went through several phases. First there were demands for information relative to organization and procedure. Then came queries as to what had been done about specific commodities during the first World War. From an emphasis on general procedures there was this change to an emphasis on specific commodities or subjects. These inquiries vary greatly. At one time the question may be about the content of a ruling on a given date about a given commodity. Such questions are usually relatively easy to answer if the documents have not been destroyed. A definite

answer can be given in comparatively short time. The next question may be a general, "What did it cost the United States to finance private armament plants during the first World War?" Such a question involves long research, no matter what finding mediums are available.

The third phase of reference calls from current emergency agencies for information from the records of their predecessors manifests a distinct decrease in the number of calls and a wider variety in type of inquiry. As is natural, once the War Production Board had established its own organization and procedures, it ceased to have any active interest in what the War Industries Board had done, unless of course, difficulties cropped up. In that case interest revived as to how the War Industries Board met the same problem. As the War Production Board has established its own routine, calls for information about War Industries Board records have declined in number. Similarly, as the War Production Board has decided what it will do about various commodities, it has lost interest in what the War Industries Board did. So calls for information have become fewer and of wider variety.

Until June, 1940, no one could foretell very accurately just what demands might be made on these records in case of a repetition of a national emergency. On the basis of experiences with national defense calls during the past few months, certain conclusions are now inescapable. First of all, it has often been impossible to answer questions in their entirety, or even in part, owing to the incomplete concentration of records of the first World War emergency agencies in the National Archives. Many questions involve the records of two or more agencies, and although the records of most of them are in the National Archives, there are enough which are not there to hinder servicing of those that are. For instance, questions involving wartime financial operations of the government may well involve records of the War Industries Board, the Shipping Board, the War Trade Board, the War Finance Board, and others. Yet not all of these records are in the National Archives, so such questions can be answered only in part. Even at this late date there is definite need for a single concentration of the records of all super-agencies of the first World War.

But not only should the records of the first World War now be concentrated in one place, they should never have been subject to the vicissitudes which they endured. The very confusion into which

they lapsed meant that valuable information is now forever lost. No one today can be sure whether some files were completely lost, or whether apparently extraneous material found among seemingly related papers is really extraneous or was placed there for some definite reason. Obviously the records of the present emergency super-agencies ought not to be subject to such treatment. At the conclusion of the present war, when the War Production Board and other similar agencies are liquidated, their records should promptly be shipped intact to a permanent depository.

Intact, that is, with exceptions. There are today in the files of the War Industries Board and other World War agencies varying amounts of useless papers that could well have been destroyed twenty years ago. The files of current agencies should be carefully weeded out, and useless papers should be destroyed. Of course, this weeding out process should be carried on with a maximum of care—as it is being done even today. But it should be done. The presence of useless papers in the files simply complicates use of the valuable papers.

After these records have been weeded, work should be started at once on necessary finding mediums. Presumably this time the records would be in their original state, the records of each unit together and the records of successive units that handled the same functions definitely integrated. Once they have been physically stored in that condition, it would be far easier to start at once compiling the necessary paper cross sections of those files than it was to bring some order out of the chaos to which the records of the first World War super-agencies had been reduced. During the present emergency much of this work on the records of the first World War must be done under inevitably haphazard conditions of haste; similar work could much better be done another time with greater care and thoroughness if it were started immediately upon the liquidation of the agency. Then the day of need in the future would not bring a repetition of the problems of today.

The present one is the first great national emergency since the establishment of the National Archives. All work done by the National Archives staff on the records of the emergency agencies of the first World War was done on the bases of hypotheses as to what would be wanted. No one knew. Of course, no one knows absolutely what might be wanted by the time of the third World War—if and when! But there do seem to be certain fundamental questions that

arise more often concerning these emergency super-agencies than about permanent old-line agencies—particularly, questions about organization, procedure, and critical raw materials. For the next time, the necessary paper cross sections of the records dealing with those subjects can be prepared on the basis of the experience now available. Of course, mistakes will occur. From the records of the War Industries Board one would deduce that the problems inherent in the manufacture of synthetic dyes were much more pressing than those inherent in the manufacture of synthetic rubber, with the result that emphasis might have been given to studies of synthetic dye production to the neglect of synthetic rubber production. Although no system that can be worked out to anticipate demands on the records will be foolproof, a backlog of experience will help materially to reduce the margins of error.

The first World War records have had their test; they have come of age and in a short time they will be superseded in immediate importance by the records of their successors. The records of those successors will be in a position to benefit from the difficulties of what have now become old records in a new war, when and if they play the same role.

E. G. Campbell

The National Archives

INFORMATION PLEASE: FINDING AIDS IN STATE AND LOCAL ARCHIVAL DEPOSITORIES[1]

THE primary purpose of all finding aids is to supply information about archival and manuscript records in order to make them available. The basis of all finding mediums should be a comprehensive classification scheme complemented with a card catalogue. With this broad and vague statement I had hoped to evade any discussion on the subject of classification. The chairman of the program committee who, if not the autocrat of the breakfast table, is the autocrat of the program, has suggested, however, that classification should be included.

Past meetings of this society have devoted considerable attention to the problem of archival classification, and a number of papers devoted to that subject have appeared in THE AMERICAN ARCHIVIST. Since classification is still in the same condition as Mark Twain's weather, I rather hesitate to add to the discussion. However, it might be well to make a few observations and to pose a few unsolved problems. I think it pertinent to note that the constant reiteration of the phrase *respect des fonds* will no more solve archival classification than the repetition of the phrase "supply and demand" will solve economic problems.

Thus far discussion on classification has been centered on archival classification. Many archival institutions, however, possess not only archives, as such, but also historical manuscripts not necessarily archival in character. In some instances historical societies have the custody of the archival records of the state. Such instances complicate the formulation of classification schemes. We are told that archival collections should be classified on the basis of governmental organization, and not by subject groups. It is true, though, that historical manuscripts are generally arranged by so-called subject groups, such as personal papers, business records, church records, and so on. Naturally a classification scheme can be evolved which is flexible enough to permit the archival material to be classified one way and the manuscript material another—I am merely suggesting the existence of the problem.

[1] A paper read at the fifth annual meeting of the Society of American Archivists, at Hartford, Connecticut, in October, 1941.

While on the matter of subject groups let us consider another situation existing in most state archival agencies which has been ignored by the proponents of the principle of provenance. Many institutions already have well defined subject groups formulated out of various fonds of archival material. Thus many of the earlier states may have a collection of Revolutionary War records. In this collection may be papers from various executive departments, the legislature, and even some private papers. Often this collection has been indexed. It would be impossible to return all the papers to the proper file. Another example of a subject group might be the gathering together of all papers pertaining to an outstanding personality or military leader. In Virginia the George Rogers Clark collection has been assembled from a number of different fonds, and it is impossible now to return the material to the fond since identifying data in most cases is absent. Hence as a practical problem many archivists have existing subject groups which violate the principle of provenance. It is obvious that the drawing of papers from various fonds is, today, a bad practice; such a collection should rather be drawn together in the card catalogue. If for any reason it is advisable to bring the manuscripts in different subject groups together physically, this might be done through photographic reproduction of the originals.

Yet it is entirely possible to classify certain broad groups of archival material by subject. The earlier states might have a group of colonial papers while other states might have territorial papers. The papers pertaining to revolutionary and constitutional conventions generally form a group apart. Records created by abnormal conditions often fall more easily into a subject group than any other. Thus the records of the Revolutionary War, War of 1812, or War Between the States, form well defined groups which often violate in part the principle of provenance. Experience alone can tell the best way to classify, so this discussion might be left with the observation that archivists should at least consider the correlation of the principle of *respect des fonds* with subjective and functional classification. There can be no doubt, however, that whatever the approach, the classification scheme implemented with the card catalogue is the best finding medium for archival material.

One of the earliest finding aids and one that is still in extensive use is the memory system. Here the material is located by the simple expedient of going perhaps to the third row from the left and obtaining the bundle of papers which is on top of three books. We all

smile at such a system, but we all practice it. Even librarians have been known to disregard classification markings and unerringly select the right book on the basis of size or color of binding. The fact is, the more we know the collections, the more we use memory as a finding aid. Moreover, most reference workers in archival material are virtually forced to make a card catalogue of their minds. This is particularly true because no formal card catalogue can ever bring out all the pertinent data in a manuscript collection. Unfortunately, memory as a finding aid cannot be passed on to new staff members.

A more practical finding aid is the inventory. In the main the inventory is a preliminary listing of an institution's holdings and is used by the staff as a finding aid, but it is not generally made available to the public. As the classification scheme is the foundation of other finding mediums, so the inventory is the basis of the classification scheme. The inventory consists of innumerable listings describing the material on the shelves; in this respect an inventory resembles the librarian's shelf list. However, the archivist's inventory tries to give a complete description of the records; not only are existing labels or title copies recorded, but also a note is made of any variances and discrepancies in the material not brought out on the label or title. The inventory should seek to describe the material as fully as possible and should give the shelf location of the material. The inventory constitutes the archivist's primary work sheets and should be made carefully and completely. An approximation of a classification scheme can be formulated by combining and arranging the inventory sheets until some coherent order is apparent. It is perhaps needless to warn the archivist that no finished classification can be made on paper alone; he must get his hands dirty and his back aching through actual acquaintance with his records. A group must be shifted here, a gap filled there, and endless study and rearrangements made if a well formulated classification scheme is to result. Until this is done, however, the inventory can be used as a finding aid. If this is the case it will most certainly be necessary to group or index the inventory sheets so that like material will be drawn together. Since most inventories are tentative and are work sheets they should only rarely be made available to the public, and should be handled only by staff members. Naturally the archival inventories compiled and printed by the Historical Records Survey are an exception to this rule.

A finding medium still in use and based on library practice is the

arrangement of material by accession numbers. American librarians have discarded the practice of placing books on shelves by accession numbers in favor of a classification scheme, but books are still arranged in this manner in some European libraries. The British Museum has thus arranged its manuscripts since 1831. Before then the collections were identified by such names as the Cottonian MSS or the Harleian MSS. However, after 1861 the papers are classified as additional manuscripts and assigned a number which serves to identify the collection. Archivists can use this system by entering all material in an accession book or on accession cards and then indexing or cataloguing the entries. The advantage of such a scheme is that it is rapid and a minimum of shelf space is needed, for each accessioned group can be placed immediately after the preceding group on the shelf. Up to a certain point such a plan works very well, and as a provisional way of shelving manuscript material and making it available the accession arrangement has much to commend it. The main objection to such an arrangement is that the archivist unlike the librarian does not accession a single complete unit such as a book. Often one number may embrace a vast fond of papers containing both loose manuscripts and bound volumes. Study of such a fond will often reveal that rather than one integral group of papers there might be a number of groups. It is possible of course to indicate this in the catalogue, but American archivists should follow the trail blazed by librarians and classify the records rather than merely arrange the material on the shelves in order of reception of the material.

One of the simplest findings aids made generally available to scholars is the list. Many archival institutions find a listing of certain types of material extremely useful. Such a list merely describes the material in a sentence or two and gives the beginning and ending dates of the collection. Thus a list of business records might merely be an alphabetical listing of firms whose business records the institution possesses. Or the list might merely set forth the county record books in the collections of the institution by title. The list can be arranged alphabetically, chronologically, or geographically, as best suits the need of the archivist. Since additional accessions are often added to the list it is possible to put the information on a card catalogue. However, there is much virtue in compiling the list in a loose leaf binder which can be kept at the charge desk and consulted there. Most lists are temporary affairs and do not necessarily

need to carry shelf locations or classification numbers since the list generally describes the most used material in the institution.

While the list attempts to describe in the briefest form manuscripts within specific collections, the guide strives to describe specific collections as a group. As of the date of compilation, the guide to the collections of an institution gives a summary description of each integral group of records. An example of an earlier guide is the *Handbook of Manuscripts in the Library of Congress* published in 1918 or the recently printed *Guide to the Material in the National Archives*.[2] The Historical Records Survey has also done much in this field and an example of such work is found in the *Guide to the Manuscripts in the Southern Historical Collection of the University of North Carolina*.[3] The primary purpose of the guide, which is generally printed, is to supply distant scholars and others a birds-eye view of the range and extent of an institution's collections. As stated by Dr. Connor in his introduction to the National Archives *Guide*, its purpose "is to make known to prospective users of them [the records] their existence and something of their nature, scope and value." Such a guide not only seeks to describe the records by group or collection but supplies additional bibliographical data. This data in various guides tells where the records were received from, the date of acquisition, the range and extent of the collection, and perhaps indicates the availability of indexes, lists, or other finding aids. Most guides to historical manuscripts are arranged alphabetically, although the National Archives *Guide* has been arranged according to the organization of the government. Although the guide strives to describe collections as a group, it is desirable to bring out some of the most important information in each group. Thus the account book of an otherwise obscure merchant, having entries on his ledgers indicating certain purchases made by George Washington, is a fact of importance which could be stressed. The Library of Congress *Handbook* strives to bring out such facts and often mentions the more important letters written by outstanding men. The National Archives *Guide* also gives such information. In order to do this the archivist must become very well acquainted with the individual papers in each collection described. If such specific information is brought out, the guide should be thoroughly and carefully indexed so that all

[2] *The James Sprunt Studies in History and Political Science*, XXIV, No. 2 (Chapel Hill, N.C., 1941).

[3] The National Archives *Publication* No. 14 (Washington, 1940).

the information pertaining to a particular topic will be drawn together.

Hilary Jenkinson states that the calendar "is a précis whose compiler endeavours, while economizing space, to achieve the same end as the Editor of a full text—that of making consultation of the original document unnecessary save in exceptional circumstances. . . ."[4] Anyone who has used the admirable English *Calendar of State Papers, Colonial* realizes that this statement is in part true. So excellently has this calendar been compiled that many colonial historians have made their citations directly to it. This was particularly true before the Library of Congress transcripts and other copies of this material had been made available to scholars in any part of the country. Nowadays the colonial historian would far rather consult a copy of the original document than a printed abstract of it, no matter how excellently done. Certainly in American archival practice the calendar is not made to supplant the original, but rather to give scholars some idea of what is in the original. The calendar normally gives an abstract of each document within a particular collection. Thus the Bureau of Rolls and Library of the State Department has published calendars of the correspondence of Madison and Jefferson. The Library of Congress has issued calendars of the Van Buren, Crittenden, Washington, and other papers. Many other excellent calendars have been or are being published by the Historical Records Survey. Although the calendar is usually concerned with the papers of an individual it is also possible to calendar papers pertaining to a subject group, such as the calendar of the Kentucky papers issued by the Wisconsin Historical Society, or the various calendars issued by the British Public Record Office. It would seem that a group of papers to be calendared should be as nearly complete as possible. The order of the papers is normally reflected in the calendar—this order is in the majority of cases chronological. Some institutions place the calendar on cards, but in general the purpose of compiling a calendar is to make it available in print. A calendar is not a simple abstract with pertinent names and dates, but is an attempt to present the essence of the document. This can only be done by reading and re-reading the material. In compiling a calendar the question often arises if seemingly valueless papers in a collection should be calendared. Thus the papers of most outstanding public men have such

[4] *A Manual of Archive Administration* (London, 1937), 131.

trivia as letters of recommendation, letters of acknowledgment, begging letters, receipts, and the like. Naturally if such material is excluded from the calendar, mention should be made of this fact in the introduction.

In order to locate specific information such as the name of an individual on a muster roll the archivist finds the index his most valuable finding aid. The index card differs from the usual catalogue card in that the latter describes a so-called series or a single manuscript volume. The index card, on the other hand, enumerates individual names or items which are covered in the catalogue card. Thus a catalogue entry might be an auditor's book containing accounts for revolutionary soldiers. The index would enumerate each soldier. Since much research in manuscript materials is centered about the names of persons, a great many indexes of archival institutions are necessarily alphabetical arrangement of names whether these be revolutionary soldiers, confederate soldiers or persons listed on a census schedule. If the index is placed on cards the fact must be borne in mind that the card index is not the card catalogue. It is very easy to permit index cards to overflow the cases assigned for catalogue cards. As suggested by W. D. McCain, if all manuscripts were to be thoroughly indexed, "the index would require a larger building than the archives." Indexing the names in any collection is apt to result in the creation of cards by the tens of thousands. Indeed, several institutions boast collections of more than a million index cards. At a thousand cards to a tray we can see that a comparatively small index of a hundred thousand names would take a hundred catalogue trays. This would be indexing the material only by name. If, as is often necessary, the material is not only indexed alphabetically by person, but cross indexed chronologically, geographically, or by subject, we can see that the number of cards and trays necessary to contain the cards would assume staggering proportions. Cross indexing also entails the labor and expense of striking off additional cards. One answer to this problem is the use of microfilm. As a concrete example the proposed index to the records of the Mutual Assurance Society of Virginia recently copied by the Virginia State Library might be cited. These records comprise some thirty-three thousand items covering the period from 1796 to 1866. The records give the valuation and description of many notable plantations such as Stratford, Monticello, Mount Vernon as well as other property. A study of the records indicates that they could be

indexed in three ways: (1) by the name of the owner or assured, (2) by the county or city in which the property was located, and (3) by the name of the plantation. A form covering this information can be mimeographed on a cheap stock master card. These cards are then to be arranged and rearranged as desired, and microfilmed. Over seventeen thousand of these cards can be placed on a hundred foot roll of film. Thus, instead of a hundred thousand cards which would take some hundred card trays, the material could be placed on six one-hundred-foot rolls of microfilm. The saving in space is not the only item, for a hundred thousand cards of a good quality are rather expensive and the labor involved in making these cards is also a tremendous item. The same technique could also be employed in the indexing of other material. Even with material to be indexed in one way the saving in space of filming the cards would pay for itself. Moreover the master card can be of the cheapest quality, and the reverse side can be used for the compilation of another index which is to be microfilmed. Perhaps not the least important is the possibility of making a positive microfilm copy of the index which might be used for inter-library loans, thus giving distant scholars the opportunity of consulting the index.

We have seen that all archival establishments and historical societies need finding aids in order to make the material available. In performing this function we have noticed that finding aids fall roughly into two groups, those used by the staff members of the institution and those made available to the public. We have further noticed that although the matter is complicated by the necessity of making the manuscripts immediately available, finding aids should be based on a fixed and integrated classification scheme. The difficulties one might run into through making finding aids available to scholars and then changing the classification of the material is seen in certain of the British Public Record Office collections. An example which is of particular interest to American historians is the reorganization of the colonial office material. One important group was formerly known as the America and West Indies series. This series has been reorganized so that many of the manuscripts now are in the colonial office series. One example taken at random is the group of papers pertaining to the French and Indian War, 1755-1756, which was under the old classification given the call number A. W. I., 82-83; the present number is C. O. 5, 46-47. In the case of this material it was necessary for Dr. C. M. Andrews to print a

tabulated list of the old and new numbers in his *Guide to the Materials for American History to 1783, in the Public Record Office of Great Britain.*[5] Thus it would be well for institutions contemplating the printing of finding aids before a definitive classification scheme has been evolved, to indicate that such a finding aid is provisional or to work out a description of a certain collection which will be unchanged. Thus, if a calendar is made of the holdings an institution has of their Washington papers it is probable that the George Washington papers as a group can be manipulated somewhere into a plan of classification.

As has been suggested in the discussion of indexes, microphotography can play an important role in space saving and making certain indexes available to other institutions or to scholars on loan. This is not only true of indexes but lists, guides, calendars and other finding aids as well. A positive microfilm copy of a calendar could easily be made available for a distant scholar who desired to obtain some idea of a specific collection as a whole.

I have not included the transcript in this discussion of finding aids although it is apparent that the index to a printed volume of transcripts constitutes an excellent finding aid in itself.

Since finding aids are closely associated with publication problems, it is gratifying to note that the Committee on Publication Policies of Archival Agencies, under the capable chairmanship of Leon de Valinger, is gathering data on the reproduction of finding aids. Although it may be difficult to compile a manual covering every point it should be possible to formulate certain rules which might be followed. It would be useful, for example, to have the format of printed calendars uniform. If the year is printed on the left hand margin it might be worthwhile to consider if this should be in bold face type and if the month and day should be printed under the year or on the same line. On some calendars we note that the surname of the writer is printed first, in other cases the Christian name appears first. Some study should be given bibliographic data such as indicating the size of the sheets in centimeters, indicating the number of pages, and certainly if the document is the original or a copy. These details could well be made uniform. Questions of policy such as how to abstract the documents and what to exclude from the calendar are more difficult of solution.

Since the title of this paper is based on a well known radio quiz

[5] (Two volumes. Washington. The Carnegie Institution, 1912, 1914), I, 279-307.

program, this paper can be summed up with the remark that no archivist can answer the $64 question without having available suitable finding aids.

William J. Van Schreeven

Virginia State Library

THE DEDICATORY EXERCISES OF THE HOOVER LIBRARY

THE celebration of the fiftieth anniversary of Stanford University culminated in the dedication of the Hoover Library on War, Revolution, and Peace on June 20, 1941. The dedicatory assembly in which the longer addresses were made was held in the Memorial Hall Auditorium. To the accompaniment of a carillon concert by Kamiel Lefévère the speakers and audience moved to the library plaza where the formal dedication took place.

Acting for the university were former President Herbert Hoover, a trustee of the university and founder of the library; Dr. Ray Lyman Wilbur, president of the university; Mr. Leland Cutler, president of the board of trustees; Dr. Ralph Haswell Lutz, chairman of directors of the library; and Dr. David Elton Trueblood, chaplain of the university.

Invited to assist in the dedicatory services were Dr. Charles Seymour, president of Yale University; Dr. Sidney B. Fay, professor of history at Harvard University; Dr. Edgar Rickard, chairman of the building committee; and Dr. Charles Harvey Brown, librarian of Iowa State College and president of the American Library Association.

In opening the assembly Dr. Wilbur said:

> You have been celebrating with us this week the commemoration of Stanford's first fifty years of service to the West and to the Nation. Our program this afternoon is the climax—and a highly suitable climax, I believe—to the series of meetings in which we have considered critically "The University and the Future of America." We shift now from the general considerations of university service to a very specific field of usefulness, that of a library, a unique library.

Dr. Wilbur presented Dr. Brown, who acted as chairman of the meeting. He spoke on the "Significance of the Hoover Library on War, Revolution, and Peace" and presented six standards "by which the future value of a research collection may be predicted."

Dr. Fay discussed "The Growth of War Libraries" and compared the collections of the German Weltkriegsbücherei and the French Bibliothèque et Musée de la Guerre with the Hoover collection "because by comparison with them it will be seen how greatly the Hoover library excels them in breadth of scope and in usefulness to scholars and students." He also stressed the importance to scholars

of the library's connection with the university and its general library and stated that "scholars from other institutions have been especially glad to come as lecturers at the university, because it gave them opportunity at the same time to pursue their researches in the Hoover war library."

Dr. Seymour gave a most interesting lecture on "Modern War and Public Opinion" in which he reviewed several aspects of the Peace of Versailles and concluded that:

> Mankind is slow to learn its lesson and unwilling to utilize the experience of the past as a guide to conduct in the future. But we should fail in simple intelligence if we do not appreciate and act upon the fact that international peace has come to depend upon far larger and more numerous elements than in the days when war was little more than a series of land-grabbing forays. The effects of the total war touch every individual, in all aspects of his life, in every country of the world. If such a statement as applied to the last war is exaggerated, it approaches exactitude in the present. The problems raised by total war transcend the control of old-style diplomatic negotiation. Their settlement depends upon the capacity of the peoples to adjust their attitude and their methods to the new conditions that have been produced by international revolution.
>
> In the long run, and whatever the course of the present war, public opinion will determine those methods. It is accordingly of overwhelming importance that public opinion should be educated. There will always be need of skilled negotiators and we cannot dispense with the experience and the art of diplomacy. Political leadership inspired by vision and courage will be necessary to shape the course of international relations, and to make the detailed decisions. But the main issue upon which peace and security will rest will be settled according to the mind of the age. This is the lesson of history, written large and even before the time of the modern democracies.
>
> Hence our interest in the institutions of learning that may help to make that an instructed mind. Hence our gratitude to those who have collected these materials, not merely of diplomatic history but of international relations in the broadest sense, and have made them available to students who by their labors may serve the national welfare.

In a brief address on the library steps Dr. Seymour added:

> I need not say how great is the privilege given to us who here join in the dedication of this building which will house the finest of all collections of materials dealing with war, peace, and revolution. I dare to express on behalf of all historical scholars in every country of the world our profound gratitude and our fervent greetings. . . . The significance of the collections here housed cannot be overstated, for they will serve not merely historians but mankind. The chief dangers now threatening civilization proceed, I think, from ignorance, from disease, and from

war. Only through a knowledge that will guide us to the discovery of a political substitute for war can we hope to conquer the other dangers, to control the revolution that inevitably springs from total war, to attain the peace that will enable us to fight disease instead of men and will guarantee the free enlightenment of the mind. We are grateful to President Wilbur for his leadership of this university that supervises this great collection of historical material. We are grateful for the scholarship of Professor Lutz, chairman of the directors of the library, who will show us how to use the materials. Above all, for his early conception of the importance of such a collection to human welfare, and for his unlimited activity in building it up, we are every one of us under inestimable debt to Mr. Hoover.

Mr. Hoover explained that the initial inspiration of the library came to him in 1914 when he read the complaint of Andrew D. White that so little of the contemporaneous literature and documentation of great events was preserved and paid tribute to the "work of thousands of devoted people" through whose efforts the collection had been made possible. He very briefly summarized the character of the collection and concluded:

> And there are the records of the world's effort to make peace. Here are the proofs of the highest idealism. And here are the records of selfishness and the lowest trickery. Here can be found the record of the ideas and forces which made for failure of the last peace and the ideas and forces which might have made its success. Out of these files the world can get great warning of what not to do and what to do when it next assembles around the peace table. True, there must be brought to that table a concept of new human relations, a concept that substitutes peace for war. But if the world is to have long peace, that concept must find its origins in human experience and its inspiration in human idealism.
>
> And here are the documents which record the suffering, the self-denial, the devotion, the heroic deeds of men. Surely from these records there can be help to mankind in its confusions and perplexities, and its yearnings for peace.
>
> The purpose of this institution is to promote peace. Its records stand as a challenge to those who promote war. They should attract those who search for peace.
>
> I therefore dedicate this building to these purposes.

Representing the directors and staff of the Hoover library, Dr. Lutz expressed appreciation for the high privilege of membership in the institution and gratitude to its founder, to the president of the university who fostered it, and to the friends who contributed to the building. He paid tribute to the memory of Professors E. D. Adams and Frank A. Golder "to whose scholarly insight and devotion the library owes so much."

> To the representatives and members of the Hoover organizations who have honored us with their presence today, I should like to say that they have endowed the library with something besides their archives and this great building. They have handed on to us the enlightened humanitarian spirit which inspired their undertakings, a spirit reflected in their scientific attitude toward the problems they faced and in their impartial service to those in need of it, without regard to race, politics, or creed.
>
> In the name of those who have the duty of development, and of those who have the privilege of using this library, I accept the obligation to cherish this spirit. This obligation we owe to the founder, who exemplified it in his service to his country and humanity. It is a responsibility which we bear to the great community of scholars and which, in these times especially, we owe to free men, whoever they are, wherever they may be.

In accepting the library for the university, Dr. Wilbur referred to it as "a great shaft of light up into the blue for the long look of history. We need that long look."

It was Dr. Rickard who made a direct reference to the Hoover Archives when he said:

> The enormous scope and ramifications of Mr. Hoover's war and post-war activities have never been clearly understood. In twenty-six years, over twenty-five important organizations were created—beginning with the repatriation of American citizens from Europe in 1914, down through the Food Administration with its widespread influence, and more recently the Finnish Relief Fund and other ventures in saving human life. Except for the Belgian American Educational Foundation and Belgian Relief work, which came earlier, all of these organizations were formed to prevent the collapse of civilization in Europe from the greatest famine since the Thirty Years' War. They also included the organization of the food resources of the world for the support of the Allies during the war and for the great American intervention and participation in the immediate task of rebuilding the broken pattern of Europe after the Armistice of 1918. In these twenty-six years of activity countless Americans participated—a staff of perhaps fifteen hundred people abroad, in addition to the half million or more at home. It is no wonder that records of the experience of these vast enterprises alone should be preserved.
>
> An enormous amount of source material was provided by these organizations and their members, covering not only their specific operations but also collections of contemporaneous material they could pick up in the various countries in which they were operating. All of this, along with Mr. Hoover's private collection, formed the nucleus of the material which is now in this library.

As this "nucleus" is of major interest to archivists, perhaps a brief summary of its character and extent may not be amiss. Regardless of the time element, I have listed the food and relief groups first; it

should be noted that they must be maintained as administrative archives. The file cases listed are the usual four-drawer standard type and may be either letter or legal size, according to the contents.

The Commission for Relief in Belgium. This commission was created in September, 1914, under the chairmanship of Herbert Hoover and functioned continuously as a neutral organization, and with many of the attributes of a neutral state, until April, 1919. It enjoyed direct diplomatic relations with allied, enemy, and neutral governments through its own representatives, had immunity from submarine attack and naval interference (although occasionally violated), and flew it own flag. It was financed initially by charity and later partially by commercial operations and partly by governmental subsidies arranged directly with the Allied governments, under authority from the fugitive Belgian government. The commission not only cared for the destitute, which at one time rose to over 4,000,000 out of a total population of 9,500,000 in occupied Belgium and France, but also undertook to provide the remainder of the population with its necessary food imports. During this period it delivered almost five million tons of commodities the total value of which amounted to $861,340,244.21. This archive occupies 43 four-drawer file cases, 30 boxes and about 330 linear feet of shelving. The papers of the American Committee which repatriated American citizens at the beginning of the war are housed with this collection.

The United States Food Administration. Milling Division, Grain Corporation. The personal files of the United States Food Administrator form the nucleus and most important part of these records. To them have been added the personal files of several important members of the administration so that the total numbers 19 file cases and about 80 feet of shelving.

The American Relief Administration. This is the organization set up by President Wilson's executive order of February 24, 1919, to administer general European relief with Herbert Hoover as director general and the Grain Corporation as its fiscal agent. It includes the indexed minutes and documents of the Supreme Economic Council and its subsections. Together with the European Children's Fund which carried on relief measures in some countries as late as 1923, the Russian Unit which fed Russia during the famine years of 1921-1923, and the supporting and supplementary cable file this group includes 83 file cases and 240 boxes.

The European Technical Advisers Missions. After immediate

food relief Mr. Hoover considered economic rehabilitation of paramount importance and to this end, with the approval and collaboration of Austria, Czechoslovakia, Jugoslavia, and Poland he established American technical missions in each of these countries to advise on matters of food, trade, and industry. This archives fills four file cases and one large box.

The Finish Relief Fund, Inc. When Russia attacked Finland in late November, 1939, Mr. Hoover appealed to the American nation for aid to be sent to the Finns. Thirteen file cases and one box contain the New York headquarters record of this organization.

The American National Red Cross. Because of its character and the relation between the relief organizations this archive is housed, but not co-ordinated, with the Hoover Archives. It is, of course, a separate unit. The collection comprises the wartime accounting records of the Red Cross Foreign Commission, the records of the first and second War Fund Campaign collections, and foreign files and files relative to foreign operations of the American Red Cross during the World War. These records are supplemented by publications of the League of Red Cross Societies, the International Conferences of the Red Cross, and the International Committee of the Red Cross and materials of the various national sections, *i.e.*, Austrian, Canadian, Russian, etc. The archive is contained in the equivalent of eight four-drawer file cases and 155 boxes.

The Herbert Hoover Papers. These papers relate to Mr. Hoover's activities while he was secretary of commerce and president of the United States. The collection fills 102 file cases.

Lawrence Richey and French Strother. The files of these two men who were Mr. Hoover's secretaries fill ten file cases.

Miscellaneous. Fifty-three file cases represent personal interests.

Of the above collections the first five are open for research within certain limits and the sixth will be when it is properly set up.

Suda L. Bane

Hoover Library on War, Revolution, and Peace

REVIEWS OF BOOKS

EMMETT J. LEAHY, Editor
Box 6154, Washington, D.C.

Jaarverslag van het Landsarchief van Nederlandsch-Indie, 1938, 1939, and *1940.* (Batavia. 1939, 1940, and 1941. Pp. 15, 20, and 28.)

These three annual reports when read together reveal in some perspective the slow impact of the world war on the activities of the National Archives of the Netherlands East Indies. The report for 1938 stated that although little progress had been made in the development of the National Archives as the central depository and in the building up of an archival system for the whole country, some preparatory work towards these objectives had been done. Encouragement was received from the creation of the Historical Section of the Royal Batavian Society of Arts and Sciences and from the establishment of the Far Eastern Commission of the International Committee of Historical Sciences. Mr. F. Verhoeven, the archivist, was made president of the former and representative of the Netherlands Indies in the latter group. The government had shown some recognition of the importance of the National Archives and had promised adequate legislation to place in its control the preservation, transfer, and disposition of government records. A government circular letter of November 8, 1938, to all departments ordered that the opinion of the archivist as to the historical value of records should be obtained before disposal of them was authorized.

In 1938 the National Archives was becoming more widely recognized as a center of historical study. The number and diversity of requests for information and of its international contacts were increasing. These contacts were predominantly with the mother country and with the Straits Settlements. A visiting professor from the German Institute in Kyoto collecting data on contacts of the Netherlands Indies with Japan in the nineteenth century stressed the importance of continuing the publication of documents from its historical collections.

A number of archival collections were received by transfer from various government departments in the capital and from other localities throughout the islands. Some requests for transfers had to be refused owing to lack of space. The inventorying of records continued. The Soerabaja archives were completely sorted and entered on slips. The arrangement of the Semarang archives was begun. The description and measuring of maps were continued on a considerable scale and the collection of genealogical slips was greatly increased. The increased usefulness of this latter collection, particularly in answering the many inquiries received from Germany, was mentioned.

When the 1939 report was written at the beginning of 1940 the National Archives was still mainly occupied with its normal activities. It was

even stated that the future of the institution was brighter than ever before and that the construction of the first part of the new archives building would be begun in 1940; an amount was set aside in the financial estimates of that year for this purpose. The arrangement and inventorying of various collections continued and the removal of certain collections from the main part of the building into the two wings in order to release space for other records was completed. Work was done on the cleaning, repairing, and rewrapping of records and the fire protection system was improved. Steps were also taken for air protection immediately upon the outbreak of the war in Europe. Attention was given to the improvement of the information or reference service, which was recognized to be inadequate. It was hoped to build up this service on a sounder foundation, with historical documentation of a continuous character. It was recognized, however, that this could not be accomplished without a larger trained permanent personnel, and for lack of funds very little was accomplished in this direction during the three years under review. Archival exhibits in connection with current or historical events were held as usual at various times through the year. Among the research projects undertaken was the beginning of a search for data concerning Krakatau before the eruption of 1883.

In the course of the year 1940 the war introduced considerable changes in the situation of the National Archives in the Netherlands Indies. After the conquest of Holland it was realized that this institution was the only place where administrative and historical research for those islands as well as for the mother country could be carried on. The plans for a new archives building were dropped and economies practiced in the preceding years had to be maintained and extended. Requests for transfers of records increased and were accepted as far as possible. The government archives for the period 1851-1880, amounting to one kilometer in linear measurement, were taken over and added to those of the period 1815-1850 already in the National Archives. In order to do this, however, old financial records had to be moved into a warehouse in the lower part of the capital, where they were stored on wooden shelves and where little or no attention could be given to their upkeep or inventorying.

New plans for evacuation and for destruction of old archives were proposed and were still under consideration at the end of the year. Administrative and military archives in various localities were inspected. Increased calls were made upon the archivist for his ruling as to the historical value of records submitted for disposition as a result of the government circular letter of November, 1938.

The normal work on the arrangement and description of records was continued. Progress was made in collecting native Indian archival documents and a bibliography of native source materials was begun. The statistics for services rendered showed a slight decrease for the year, but information was supplied to the government at the latter's request to aid in combating inacu-

rate statements made abroad. Although illustrations were omitted from the 1938 and 1939 reports for reasons of economy, the 1940 report contains several photographs of interesting old archival documents.

ARTHUR LEAVITT

The National Archives

Philadelphia Libraries: A Survey of Facilities, Needs, and Opportunities. A Report to the Carnegie Corporation of New York by the Bibliographical Planning Committee of Philadelphia. (Philadelphia. University of Pennsylvania Press, 1942.)

In sharp and pleasing contrast to books with encyclopedic titles and limited contents, the present volume constitutes a careful examination of a much more extensive field than is implied in its title, *Philadelphia Libraries*, or even in its more extended subtitle. The whole field of library co-operation in America came within the review of the committee in its effort to define the place of Philadelphia libraries in that field. If the results of that survey seem an unfavorable reflection on the library situation in Philadelphia, so are those results an even more unfavorable commentary on the whole field of library co-operation in the United States.

In examining the development of library co-operation throughout the world the committee was compelled to conclude that library co-operation "has not made as much progress in the United States as it has in Germany or Great Britain or some of the smaller countries of Europe." It describes American library co-operation as local in its scope and haphazard in its development. No thinking librarian or archivist will deny that these conditions exist, but some measure of comfort should be forthcoming from the consideration that the United States is a much larger geographic unit than any one country in Europe in which library co-operation has been highly developed. This is not to condone the haphazard development, but it should suggest the possibility of creating a reasonable pattern of library co-operation and the basic framework of local and regional co-operative programs now in operation.

Some of the difficulties encountered in Philadelphia are indicative of the kinds of traditions which must be upset before an all-inclusive, nation-wide system of library co-operation can be effected. Disregarding the almost universal general apathy to library co-operation as only a normal inertia confronting all new enterprises, we can point first to the impediment imposed by ideas of property rights. That books should be considered private property is natural enough; they are bought and sold much like other commodities. The ideas contained in books, however, are public property, and when the exigencies of time and bad library and archival practice have seriously limited the number of manifestations (copies) of those ideas available to the public and to scholar-

ship, it becomes imperative that even the so-called private libraries open their resources to serious and legitimate users.

But private libraries are not the only sinners in the name of property. Library co-operation implies library specialization, which in turn implies (among other things) the transfer of collections from less desirable locations to more desirable locations. National, state, and local laws make such transfers difficult for libraries of public and educational institutions, and librarians have been slow to adopt the subterfuge of the indefinite loan.

Only one other example of the many impediments to library co-operation can be mentioned here—this one apparently having the full support of the Bibliographical Planning Committee.

I am in entire disagreement with the committee's statement that "it must be admitted that the distance which separates Bryn Mawr (ten miles) from the larger research libraries within the area necessitates the development of an independent research library." It is this very feeling that all materials must be immediately at every possible user's hand that accounts for the high percentage of duplication among research libraries, and for the fact that American research libraries, as a group, hold hardly a third of the titles known to the world. A much more fundamental conception of library co-operation and specialization is in order if we are to increase greatly the number of titles held by American libraries. Scholars at Bryn Mawr, New York, or at Pittsburgh, should be willing to travel to Philadelphia when the significant collections of materials in their fields are located there; and libraries in Philadelphia should be willing to lend to Bryn Mawr, New York, and Chicago when only one or a dozen or twenty books are needed. Library co-operation means co-operative use of books on a nation-wide scale. Union catalogues and bibliographical centers, important as they are, are no more than necessary instruments in a program of library co-operation. Philadelphia is fortunate in having compiled a union catalogue and in having laid the foundation for a bibliographical center. These tools cannot achieve their maximum usefulness, however, until Philadelphia libraries manage to place in effective operation the principles of library co-operation so well described and documented in this report of the Bibliographical Planning Committee.

LeRoy Charles Merritt

Chicago, Illinois

A Proposed Program of Records Administration and Archival Service for the Tennessee Valley Authority, by W. Grant Boyer. (Knoxville, Tenn. Tennessee Valley Authority, 1941. Pp. 22, and appendix, 10. Processed, limited distribution.)

The great masses of records that have been accumulated by the several federal government agencies represent one of the largest and most important current administrative problems. It is all too slowly gaining recognition as

such. These masses of records are being augmented daily during this war emergency by tremendous quantities of newly created documentary evidence of current activities, in many instances with little or no control over the adequacy of their content, their completeness, or their orderly and useful organization or careful preservation. The timely adoption of programs similar in principle to the one so excellently presented in this report would have undoubtedly prevented the creation of the current problems of inadequate operating space, equipment, and far more important, the lack of ready reference to the important information the records contain.

In a nutshell the principle objective of the program is to fix responsibility for the maintenance of service on records employed in the transaction of current business; the custody, organization and preservation of semi-active and inactive records; and the disposal of ephemeral materials. The positions to which these responsibilities are charged are designated as "archivist" and "records officer." The qualifications required of the incumbents of these positions are rather unique in that both must be analysts of procedural problems incident to the creation, organization, and servicing of active records and at the same time possess to some degree the archivist's sense of value of records. The establishment of such an officer in each of the several federal agencies, it is believed, is fully warranted and would pay incalculable dividends in the form of money savings, in more efficient business administration and more effective functional administration.

The program proposed by Mr. Boyer for the Tennessee Valley Authority is substantially supported by an interesting summary of administrative policies relating to the past and present administration of the organization's records and the effect of a confusion of those policies on the quantity and condition of the records. The volume and condition of the accumulated records are effectively illustrated by actual photographs appropriately selected to depict "The Story of the Knoxville Files." These photographs are a part of an ample appendix. The story which they relate is typical of conditions existent in many other agencies. It emphasizes the importance of timely, effective treatment of such conditions and the need for a program such as proposed in the promotion of administrative efficiency and economy.

The program is further substantiated by a historical account of the development of technique and procedure employed in organizing and servicing the large quantities of records accumulated to meet the requirements of a very active organization. Of particular interest is the account of experiences in the use of several types of records classification schemes and functional organization arrangements. The organizational arrangements ranged in type from non-centralized office and individual's files to centralization in toto. The results of these experiences will undoubtedly be of great value to planners of records service units in federal agencies and other organizations confronted with comparable problems.

The cardinal points of the proposed program incorporate sound principles of current and inactive records administration. A flexible subjective classification scheme and a unique alpha-numeric system of coding designed to meet the particular needs of the organization is proposed for the uniform classification of all of the organization's records and is presented in detail as a part of the appendix. The scheme contemplates facilitating the segregation of ephemeral materials by means of the establishment of specific categories for such materials. To administer the program effectively, it is proposed that the position of archivist of the organization be established "to administer generally the execution of the records program and to review and approve basic operating policies" and the appointment of a records officer whose principal functions would be to supervise the operation of a system of official files; to develop schedules of retention and disposal of records; and to develop basic operating policies, systems, procedures, and practices necessary to the installation and operation of the program. The program further proposes the establishment of temporary storage points for records sufficiently inactive to permit their removal from active files but which must be retained reasonably accessible to the files from which they are transferred and the establishment of a central archives for the storage of records to be preserved permanently or for a period of time sufficient to justify microfilming and ultimate destruction of the originals.

The only element essential to a complete records administration program lacking specific mention in the report is the establishment of an "administrative reference service." This service is a natural function of an effective records service organization. It contemplates facilities for furnishing complete background material, including source reference in the absence of actual documentary materials, on any subject that arises incident to the administration of the functions of the organization. These materials and references include legislative history, legal and administrative precedents, economic data, etc., available in anticipation of the need when it shall arise.

WILLIAM MULLER

U. S. Navy Department

American Manuscript Collections in the Huntington Library for the History of the Seventeenth and Eighteenth Centuries, compiled by Norma B. Cuthbert. Huntington Library Lists, Number 5. (San Marino, California. The Huntington Library, 1941. Pp. vii and 93. $1.50.)

This volume describes in brief compass the principal holdings of a major repository of historical manuscripts and archival material. Perhaps as much as half of the documents described are to be regarded as archival in character, and of this half, a large portion is material a searcher might expect to find in the Public Record Office in London. At a time like the present, however,

American scholars can be thankful that the materials are in America in a library which guarantees so well their safe-keeping and availability.

The documents described are listed under twenty-nine headings. Headings represent both single collections as well as miscellaneous and arbitrary groupings, although manuscripts regarded as miscellaneous, however important, have not been listed. Each group of manuscripts is described with information relating to provenance, number of pieces, period of years covered, an outline of subject matter, persons represented by more than an occasional piece, important or interesting items, and the physical condition of the pieces. This detail is included within a remarkably small amount of space and yet it is astonishingly complete. In this and other respects the list is a model worthy of emulation.

The outlines of subject matter contained in the various collections bespeak an enviable familiarity with the nature of the manuscripts. Footnotes indicate the existence of published materials and in what other collections related items can be found. An index of proper names, providing ready reference to the data under "persons represented," adds to the usefulness of the listings. The only noticeable reference missing is a statement of the conditions under which these manuscripts can be used; mention of the services rendered by a depository to its clientele may be regarded as essential to a modern bibliography. The Huntington Library might have included this information with pride, for its assistance to scholars and its reproduction services are noteworthy.

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SHORTER NOTICES

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The Committee on Conservation of Cultural Resources of the National Resources Planning Board has prepared a preliminary handbook on *The Protection of Cultural Resources Against the Hazards of War* (Washington. United States Government Printing Office, 1942. Pp. v, 46. $.10). This committee was established by the National Resources Planning Board in March, 1941, to collect and disseminate information and promote measures for the protection of books, manuscripts, records, works of art, museum objects, historic buildings, scientific and scholarly apparatus, and to formulate long-range plans for the conservation and broadest and wisest use of cultural resources. To a very considerable extent the handbook is based upon a preliminary discussion of the conservation of cultural resources in time of war prepared by Richard H. Heindel, formerly executive secretary of the Committee on Conservation of Cultural Resources, and distributed for discussion purposes in May, 1941. Much of the present handbook was also taken from *The Care of Records in a National Emergency*, National Archives *Bulletin* No. 3. Two brief chapters are given to the role of libraries, museums, and archival agencies in wartime and to the hazards of war to which cultural resources are exposed. More lengthy treatment is given to problems involved in the protection of buildings or in evacuations. The importance and methods of protecting collections *in situ* are not overlooked. A chapter on the selection of materials for protection and the formulation of general plans illustrates how much thinking along these lines has matured and mellowed since the question first arose a year or more ago. The archivist, curator, or librarian situated in an area that is not secure cannot intelligently approach the problem of protecting the materials in his charge without having used a copy of this handbook to good advantage.—EMMETT J. LEAHY

Edward G. Campbell, *Old Records in a New War* (Washington. The National Archives, April, 1942. Pp. 11. Processed).

The National Archives, *Historical Units of Agencies of the First World War* (Washington. April, 1942. Pp. iv, 19. Processed).

These papers, released under the imprint of the National Archives, have a relationship which justifies their consideration together. The first is a brief and factual narrative of official efforts in the first World War to provide systematically for the recording (in one way or another) of wartime administrative history. For their day, these efforts were distinguished, but it is fairly evident now that enthusiasm outran realism. From the elaborate plans of the Historical Branch, War Department General Staff, to the official

"interest" expressed in many other war agencies, intentions exceeded results. With the end of the war and the first blight of Congressional economy, the professors went home and the glamor of war history was soon forgotten. Meanwhile, the records—the basic data—were pushed out of the way in attics, cellars, and garages.

Dr. Campbell discusses the results. The calls for information brought by the new war had to be answered largely from voluminous files of archives. All the records still had not been centralized in the National Archives, and those which had were badly disarranged. Efforts to take full advantage of the experience contained in records were handicapped from the start, although as Dr. Campbell shows, the early period of the present defense effort saw considerable use made of them nevertheless.

The existence of the National Archives will make a repetition of this state of affairs less probable. There is also an increased interest in utilizing the experience of the present war as a basis for the study of problems in public management. This likely will lead to greater respect for the recording of nominally "historical" data, and to a more systematic view of wartime record problems as well. Meantime, these papers together may be taken as a reminder.—Wayne C. Grover

In five short pages of "The Only Two Ways to Publish Manuscripts," *Full-tone Collotype for Scientific Reproduction*, Supplement No. 16 (Meriden, Connecticut. The Meriden Gravure Company, 1942. Pp. 6 and plates.), Dr. Peckham of the William L. Clements Library, Ann Arbor, Michigan, raises the questions that disturb all editors of manuscript papers. His thesis is that, once the value of publication of the manuscript is established, there is no middle ground between facsimile reproduction and a setting in type which is, if necessary for easy reading, remolded "into simple grammatical English." The users of published manuscripts are classified into two groups: those who want the information—the general public, students, litterateurs, and some scholars; and those to whom the handwriting, orthography, style, form, and "flavor" are more important than the informational content—the bibliophiles, collectors, and research experts. The argument is illustrated by examples, and Dr. Peckham concludes with the sentence, "My plea is to renounce efforts at imitating form and obscure style when the audience in view warrants printing from type, and to recognize facsimile reproduction as the only suitable method of publishing manuscripts exactly as they are written."—Charles W. Paape

NEWS NOTES

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The Society of American Archivists

The Society's Committee on Uniform State Legislation is about to undertake a project for the preparation of a model law providing for the initial establishment of a state archival agency. The model public records act, published in the April, 1940, issue of THE AMERICAN ARCHIVIST, made extensive provisions for relations between existing archival agencies and other state bodies, but presupposed the existence of such archival establishments. Therefore, a supplementary, suggested draft which may be useful in the twenty or more states which now have no central records establishments is being prepared. Suggestions or inquiries should be addressed to the committee's chairman, A. R. Newsome, Chapel Hill, North Carolina.

A Federal Records Conference under the auspices of the Society of American Archivists was held in Washington, D.C., on March 26. The subject "Microfilming Government Records" was discussed by Charles G. Weber, National Bureau of Standards, and Daniel F. Noll, the National Archives. Mr. Weber discussed the use of acetate film as a record medium, while Mr. Noll described some procedures useful in microfilming records. George Viault, Bureau of the Budget, presided. A second conference, held on April 28, was concerned with the topic "Wartime Protection of Records." St. George L. Sioussat, Library of Congress, and Collas G. Harris, the National Archives, were the principal speakers. George U. Thompson, National Bureau of Standards, served as chairman.

The National Archives

The *Seventh Annual Report of the Archivist of the United States* (95 pp.), recently published, describes the work of the National Archives during the fiscal year 1940-1941, including its contributions to the national defense program, its assistance in the various fields of scholarly research, and its services to the general public.

Over a hundred accessions of records were made by the National Archives during the quarter ending March 31, 1942, according to *National Archives Accessions* No. 9, the latest quarterly supplement to the *Guide to the Material in the National Archives*. The volume of material covered is the largest ever to be accessioned in a single quarter, and the extreme diversity of research materials included is illustrated in the chronological scope of the material, ranging from original population schedules for the census of 1790,

on the one hand, to the records of the Division of Agriculture of the recent National Defense Advisory Commission (a predecessor of the War Production Board), 1939-1941, on the other hand. Material on the first World War, which continues to be particularly useful for wartime research, includes War Department records of the judge advocate general and of the inspector general pertaining to the American Expeditionary Forces; Commerce Department files on salvage, merchant marine recruitment, and industrial co-operation; records of the Capital Issues Committee; records of the Bureau of War Risk Insurance; and records of various postwar claims boards of the War and Navy Departments.

In response to the research needs of certain war agencies, two analytical lists of material in the National Archives were recently completed, entitled *List of Climatological Records in the National Archives* (lxii, 160 pp.) and *Materials in the National Recovery Administration Files of Interest to the Office of Production Management and Other Defense Agencies* (162 pp.), the latter issued in co-operation with the former OPM. The first five numbers in a new series of *Reference Information Circulars*, which describe materials in the National Archives relating to the Philippine Islands (6 pp.), the southern and western Pacific areas (14 pp.), France, Belgium, and the Netherlands (12 pp.), the Balkan states (4 pp.), the Scandinavian countries (5 pp.), and Alaska (10 pp.) have been issued for the guidance of federal officials engaged in wartime research. Other recent processed documents available include *Historical Units of Agencies of the First World War*, by Elizabeth B. Drewry (19 pp.), an *Alphabetical List of World War Agencies, 1914-1921* (124 pp.), a *Select List of Publications and Processed Documents of the National Archives* (2 pp.), *Selected References on Phases of Archival Administration*, compiled by Solon J. Buck and Ernst Posner (27 pp.), *The Protection of Federal Records Against Hazards of War*, by Collas G. Harris (10 pp.), *Old Records in a New War*, by Edward G. Campbell (11 pp.) and *The Role of the Archivist in Public Administration*, by Helen Chatfield (6 pp.). The last two titles listed are for use only by officials of the federal government for the present.

The archivist of the United States announced the appointment on March 24, 1942, of Ernest R. Bryan as chief of the Division of Information and Publications of the National Archives. Mr. Bryan, since 1938, was in charge of the Radio, Motion Pictures, and Publications Section of the Public Health Service, and previously had been connected with the U. S. Office of Education and the National Education Association. National Archives staff members "drafted" by wartime agencies for the duration of the war include John J. Whelan, serving as chief of the Recording and Historical Section of the War Production Board; Preston W. Edsall, as senior negotiator in the War Transfer Unit of the Civil Service Commission; James R. Mock, as economist in the Bureau of Labor Statistics; Quintin M. Sanger, as assistant organiza-

tions analyst in the Special Defense Unit of the Department of Justice; Carey Shaw, Jr., as administrative assistant in the library of the U. S. Information Service; and Helen E. Hunter, as research analyst in the Office of the Co-ordinator of Government Films. Frederick P. Todd, James E. Gibson, and Gerald B. Snedeker have been called to active military service.

A field office has been established by the National Archives in San Francisco, under the direction of Forrest R. Holdcamper, to render service to federal agencies on the Pacific Coast in connection with their record problems, including among other matters the protection of federal records against hazards of war. Gaston L. Litton is serving as a temporary field representative for the National Archives in the Canal Zone, Puerto Rico, and the Virgin Islands, and Theodore R. Schellenberg has just completed a survey of federal records at New Orleans.

"Archives and War" was the theme for the National Radio Forum sponsored by the *Evening Star* over WMAL, the Blue Network, at 9:00 P.M., on April 27. On this program the archivist of the United States was assisted in the discussion by Guy Stanton Ford, executive secretary of the American Historical Association; Mrs. Jessie Fant Evans, feature writer of the *Evening Star;* Emmett J. Leahy, of the Navy Department; and Philip M. Hamer, Office of Reference Service, the National Archives. A transcript of the discussion has been printed in the *Congressional Record* for May 5, 1942, p. A1783.

Two Indians of the Isletta tribe of the Pueblo Nations of New Mexico have been engaged recently in making reproductions of original sound records for the National Archives. Through the interest of Miss Frances Densmore, a $30,000 fund recently was provided by Mr. and Mrs. Hall Clovis for the study of Indian customs and folklore. The archives at present has more than 3,300 Indian sound records in cylinder form which later will be transferred to discs.

It has been announced in the press that 5,000 reels of film in custody of the archivist of the United States are to be transferred to a safe depository in nearby Virginia. Those to be moved probably will include various Byrd expedition films and factual recordings made by the Signal Corps during the first World War. This transfer is to be made because many of the films are of the highly inflammable nitrate type that would be particularly in danger in the event of an air raid. Since many of the films are in constant use, a conveniently located depository has been selected so that they will be available as needed by government officials. Historic documents also are reported to have been removed to safe places of storage for the duration of the war. Among these are said to be the Bill of Rights, other Constitutional amendments, and early maps showing boundary lines.

Selected original census schedules, 1790-1870, were recently on display in the National Archives exhibition hall. These documents illustrated examples of the kinds of paper stock and printed forms used during those eighty years,

and also furnished a rapid survey of highlights of American history—the westward movement, the rise of manufactures, the gold rush, the Civil War, the rise of the city, and the American "melting pot." Another exhibit, opened on National Maritime Day, May 22, had for its theme "Ships for Victory" in the first World War. This exhibit furnished a graphic story of merchant vessels in that struggle as illustrated by selected documents from the files of the Shipping Board and other federal agencies. Correspondence, posters, photographs, and other types of records described the construction of steel, wooden, concrete, and prefabricated vessels in those crucial days and showed how these ships were used to win the victory. Since National Maritime Day is the anniversary of the sailing of the steamship *Savannah* in 1819, the exhibit included that historic vessel's manifest or cargo list, its register, a manuscript map, dated 1815, showing the port of Savannah, Georgia, from which she sailed, and diplomatic despatches concerning her reception in Liverpool and St. Petersburg (present day Leningrad). A third exhibit on the Philippine Islands was presented to the public on the day that President Manuel Quezon arrived in Washington. Of particular interest was the treaty with Spain signed December 10, 1898.

The Franklin D. Roosevelt Library

Papers recently transferred to the Franklin D. Roosevelt Library by the President include White House files of correspondence relating to the following subjects: modification of the Volstead Act and repeal of the Eighteenth Amendment, 1933; administration of the National Industrial Recovery Act, and proposals for its restitution, 1933-1937; veterans' compensation legislation, 1933-1939; regulation of radio broadcasting, 1933-1940; the "pump-priming" program of 1938; and the President's proposal of April 14, 1939, for a European peace. Also received was part of one of the President's personal files consisting of letters received from the general public commenting on the radio addresses made by him from October 23, 1940, to December 9, 1941.

John S. Curtiss, assistant archivist, has been granted leave of absence from the library for the duration of the war to work in the Office of the Coordinator of Information, Washington. He will serve in the Division of Special Information as an expert on Russian affairs.

Library of Congress

Friends and patrons of the Manuscripts Division will be pleased to learn that the transfer of the collections to the new annex building brings some compensations for the sacrifice of old associations—air conditioning, larger quarters with reading rooms, offices, stacks, work rooms, and a repair shop all on the same floor level. Separate rooms and vaults are available for the reception of incoming material until it is ready for use.

Several finding mediums of interest to research students either have been completed or are in progress in the division. Among these are a calendar of manuscripts in the Harkness collection concerning Mexico, 1531-1609; a summary descriptive guide to Library of Congress reproductions of British materials; an index of Library of Congress reproductions of British West Indian colonial materials; a descriptive list of the papers of Gen. Tasker H. Bliss; a calendar of a selected group of important materials in the William C. Rives collection; an index to the Continental Congress papers; and lists, cross references, and indexes of use in connections with the Woodrow Wilson papers. Another project in progress is a survey of all materials in the division relating to Spain, Latin America, and the Pacific Islands. The chronological arrangement of the Robert Lansing papers is nearly completed and similar work on the Hamilton Fish papers is progressing rapidly.

Arrangements have been completed with the Massachusetts Historical Society for the microfilming of the Thomas Jefferson papers in its custody. English books and manuscripts also are being filmed and stored in the Library of Congress under a $170,000 project sponsored by the Rockefeller Foundation. The American Council of Learned Societies has arranged for the filming of materials in the British Museum, the Public Record Office, the libraries of Oxford and Cambridge, and other places. Materials covering American and English history, legal history, the history of science and medicine, medieval, classical, Slavic and Oriental studies, the fine arts and music have been selected for microcopying. The project also includes the documentation of English architectural records. Much of the film has already been received by the Library of Congress. The library is also microfilming about 3,000 rare Chinese items of historical interest from materials received for safekeeping from the Peking National Library.

Among the recent accessions to the Division of Manuscripts, the following may be noted as of particular interest to archivists: the Emily Tennessee Donelson Collection of 123 papers of Andrew Jackson, Andrew Jackson Donelson, Emily Donelson, and others, 1779-1837; additional volumes and papers of Caleb E. Cushing, 1800-1843, including 84 drawings of South America, Europe, and Asia by George R. West, draftsman to the United States Legation in China; microfilm of the calendar of archives of Matamoros, Mexico, pertaining to the history of Texas and New Mexico, 1811-1859; letters of Alexander Graydon to Nicholas Biddle, 1812-1817; letters of Rep. Job Durfee (Rhode Island) while a member of Congress, 1821-1824; additional papers of Peter Force, mainly letters received, 1828-1866; log-books of the *Thames*, a whaling vessel, 1828-1832; the "Army Record" of Charles Reynolds, captain, 12th Wisconsin Infantry, containing orders of the 17th Army Corps, 1864-1865; and six papers concerning the capture of Jefferson Davis.

Donald Mugridge and V. L. Eaton have been transferred from the division

to the Reference Department of the library. Paul Amos and F. J. Kearful have resigned.

Committee on Conservation of Cultural Resources

The committee has recently published *The Protection of Cultural Resources Against the Hazards of War,* a preliminary handbook which has been distributed to all the members of the Society of American Archivists. Requests for additional copies should be addressed to Collas G. Harris, chairman of the executive committee, Room 112, the National Archives.

Public Law 528 of the 77th Congress appropriated $12,500,000 to the Public Buildings Administration to provide federal buildings and their contents, including records, with protection against air raids and sabotage. Codes prepared by an interdepartmental advisory committee and approved by the administrator of the Federal Works Agency will govern the expenditure of these funds. The code on air raid protection includes a chapter on the protection of records, books, manuscripts, museum materials, and similar holdings of federal agencies.

In some of the coastal states, particularly Washington, active work is being done by the state Committees on Conservation of Cultural Resources to provide more adequate protection for state, county, and municipal public records. Removal to safer areas within buildings, evacuation, microcopying, and the provision of special fire precautions are among the measures generally being employed.

Committee on War Records

At the request of President Roosevelt, a committee of prominent administrators and scholars has been established to study the current administrative history of war agencies and encourage the collection of war records, according to Harold D. Smith, director of the Bureau of the Budget.

The membership of this Committee on Records of War Administration will include Arthur M. Schlesinger, president of the American Historical Association; Louis Brownlow, president of the American Society for Public Administration; William Anderson, president of the American Political Science Association; and Waldo G. Leland, director of the American Council of Learned Societies. Solon J. Buck, head of the National Archives, will serve on the committee, and the Library of Congress and the Office of Facts and Figures will be represented by Archibald MacLeish.

A small staff of analysts will be directed by Pendleton Herring, secretary of the Graduate School of Public Administration at Harvard University, who has been working on the problem within the Bureau of the Budget since last fall. Lack of information on the administrative problems of the last war and the loss of valuable documents at that time, handicapping the present war

administration, are cited among the reasons for the project. Current activities will be systematically recorded so that present experience may be utilized in postwar administration. The records will also be organized to aid present administrative efforts.

In a recent letter to Director Smith, President Roosevelt stated:

> I am very much interested in the steps that you have been taking to keep a current record of war administration. I suggest that you carry this program further by covering the field more intensively, drawing on whatever scholarly talent may be necessary.
>
> Preserving for those who come after us an accurate and objective account of our present experience [was urged by the President, who added] that officials in war agencies will bear in mind the importance of systematic records, and to the extent commensurate with their heavy duties, co-operate in this undertaking.

In a statement outlining the organization, Director Smith reports:

> On many occasions we have regretted the inadequacy of the data available concerning administration in World War I. The National Archives has urged that more attention be given to our present records to avoid similar document losses.
>
> Since last fall Dr. Herring has been directing this work and stimulating the keeping of records in the principal war agencies. On the basis of this experience the President has decided that the work should be carried further.

Naval Records Depositories

A new departure in the field of records administration in the federal government is indicated by the establishment under the Director of Records Co-ordination, Navy Department, of three naval records depositories. These depositories are equipped to take custody of the following categories of records: (1) Those active files which for space reasons cannot be accommodated by the offices of the department; (2) those noncurrent records which for administrative or other reasons must be retained for limited or extended periods but which are not to be retained permanently; (3) those records which are awaiting authorization for disposition; and (4) security microfilm copies of irreplaceable records. The depositories will not assume permanent custody of materials that properly should be transferred to the National Archives; in this respect they will serve as intermediate steps in the process of transfer, offering facilities for the segregation of useless and ephemeral material from record collections. Since October 1, 1941, the Navy Department has transferred to the National Archives and to the naval records depositories over 33,000 cubic feet of records; these transfers have released approximately 27,000 square feet of floor space.

The depositories, it should be noted, emphasize the necessity for responsible

custodianship. Each is in charge of a competent custodian, and the accessioning, servicing, and arranging of records follow accepted archival principles. Care is exercised to protect the records from extremes of humidity, excessive dirt, and insect pests. Twenty-four hour guard service is maintained to prevent unauthorized access.

Foreign News

Australia

At a recent conference of historians and government representatives plans were laid for an extensive research program on topics relating to postwar problems. Projects have been allotted to universities, research institutions, and individuals, and the government is providing financial assistance. Through these projects, universities and research institutions are becoming closely related to the government's war and postwar efforts. The result should be a comprehensive examination of Australia's political, social, economic, and international problems. Australian archivists should have much to contribute to such a program.

Canada

Pierre-Georges Roy, archivist for the province of Quebec since 1920, recently retired. Considered to be the founder of the Quebec archives, M. Roy is a member of a family of archivists. His father was a great collector of manuscripts, while his brother, J. Edmund Roy, was assistant dominion archivist. He himself is to be succeeded by his son, Antoine Roy. In 1920, the Quebec archives consisted of a vault 10 by 12 feet piled high with documents. Today, after over twenty years under the leadership of M. Roy, the province possesses one of the finest archives buildings and one of the best archival collections in Canada. M. Roy has published fifty-one volumes of historical writings and fifty-three volumes of calendars and similar publications. He was also editor of the *Bulletin des Recherches Historiques* for nearly fifty years.

Great Britain

A letter from N. Dermott Hunt, a member of the managing committee of the Technical Section of the British Records Association reads in part as follows: "You will be interested in the work of a new Committee recently set up here by the British Records Association with a view to a central repair and training school being established. I am one of the Committee and helped, I believe, to get it formed, largely in consequence of the widespread need for repair service following the heavy air raids and the resultant damage to documents from fire, water, etc." Further information on the work of this committee and of the proposed school will be given in this section when obtained.

A high explosive bomb burst a short distance from the Coventry Museum some time ago. Valuable materials, including the "minute books" of early city trading companies that had been stored in a "strong room," were almost entirely destroyed.

A sidelight of Britain's current paper shortage is the dilemma in which historians, researchers, and social scientists find themselves. The paper shortage, a report to the Department of Commerce says, menaces historical records in two ways. Current paper salvage campaigns have fired some paper collectors with such misplaced enthusiasm that they have fed invaluable documents, particularly of business historical importance, to the pulp machines. Secondly the quality of British paper is said to have declined so dangerously that many of the records being made today will have very little durability. Paper must possess certain fiber qualities and be free of any iron content if deterioration and discoloration are to be prevented. It is alleged that the heavy demands of the aircraft industry had limited the amount of non-ferrous sulphate of alumina available for commercial usage, and that it had become essential to assure that available supplies be used in the durability of papers for technical reasons or for the purpose of permanent records.

India

The Imperial Record Department at New Delhi published in August, 1941, an interesting pamphlet entitled *Notes on Preservation of Records.* This publication was issued, according to S. N. Sen, keeper of the records of the government of India, following the Baroda session of the Indian Historical Records Commission. At this meeting the comparative merits of "the new method of laminating old records with cellulose acetate foil and mending crumbling papers with thin silk gauze, commonly known as chiffon, were discussed in some detail." Sir Jadunath Sarkar, who presided, suggested that, since American and English opinion was so sharply divided on this "highly technical" subject, a pamphlet ought to be prepared by the record department and circulated among the provincial governments for their information. Consequently, *Notes on Preservation of Records* was prepared. It includes relevant extracts from the proceedings of the commission, particularly the criticisms of the lamination process made by D. S. Baliga, a statement in reply to these criticisms by S. N. Sen, and notes on the fumigation of records as a phase of the records preservation problem.

Netherlands

Readers of THE AMERICAN ARCHIVIST are indebted to Ernst Posner, American University, for the following interesting news items abstracted from the only issue of the Dutch periodical *Nederlandsch Archievenblad* that was published after the invasion of the Netherlands and that has

been received here. Number 1 of Volume 48 of this journal covers events through November 15, 1940, and contains interesting information on the Dutch archives under German rule. Most of this information is to be found in a report on the forty-ninth annual convention of the Society of Dutch Archivists and in the addresses given on that occasion. The convention met at the Hotel des Pays-Bas in Utrecht on October 26, 1940, and consisted as usual of a general meeting and of conferences of the two sections of state archivists and of archivists of the municipalities and water-co-operatives (*waterschappen*).

Since the convention was held after the defeat of France and with the downfall of England apparently only a matter of time, the speeches quite naturally reflect a spirit of acceptance of the new situation. Still, one does not find in them any attempt to conceal grief over the losses that had been suffered, and a certain proud reserve is apparent between the lines. This is noticeable at the beginning in the words with which the president, H. P. Coster, municipal archivist of the city of Groningen, opened the general meeting: "Like a tornado the war has raged through our country, unfortunately striking at what is dear to us because of our work. While Rotterdam saw its archives and those of Schieland spared, those of Middelburg were badly hit. There the municipal archives were completely annihilated and the state archives (*rijkarchif*) underwent serious losses." Although the public archives of Rotterdam escaped harm, those of important institutions such as the Batavian Society (*Bataafsch Genootschap*) and the Academy of Fine Arts and Technical Sciences were completely burned. The terrible destruction wrought by the Germans on Rotterdam itself was more fully commented upon by E. Wiersum, retired archivist of Rotterdam and archivist of the water-co-operative of Schieland. He referred to the demolition of old Rotterdam, the heart of the city, and added: "What this means to officials whose daily work almost always relates to the city that has disappeared I need not explain before this audience." His words give a somber significance to the truth so eloquently stated by Carl L. Lokke in the April issue of THE AMERICAN ARCHIVIST: "History is not to be found in manuscripts alone. In a famous old city . . ., it is in the palaces, the churches, the museums, in the public squares and gardens, the cemeteries, the bridges, it is in the very air."

When the Dutch archivists met in Utrecht they were not quite by themselves. There was present among them Bernhard Vollmer, the chief of the German Archival Office in the Netherlands (*Leiter des Deutschen Archivamtes in den Niederlanden*). An *Archivamt* had been established in Poland in 1939 and similar action was taken in the Netherlands early in July, 1940. Vollmer did not come as a stranger to the Netherlands. As state archivist and later as director of the Prussian State Archives in Düsseldorf he had had frequent professional contacts with his Dutch colleagues. He had

been instrumental in concluding and carrying out the Dutch-Prussian convention of 1926 concerning the exchange of archival materials between the two countries (see his article in *Archivalische Zeitschrift*, XXXIX, 309-313). Vollmer, a cultivated and humane person and by no means of the true brand of a Nazi official, had made many friends among the Dutch archivists.

To meet the archivist general of the kingdom and all his Dutch friends in the role of the "victor" and to transmit to them the cordial wishes of the *Reichskommissar*, Seyss-Inquart, must have been rather embarrassing for Vollmer. He gave his audience a brief and probably incomplete summary of his commission. It appears from his statement that protection of the Dutch archives against the dangers of war was to be his first task, which must have sounded a little hollow after what had happened to Middelburg and Rotterdam. He also had been charged with the preparation of an inventory of source materials for the history of the German Reich preserved in Dutch archives and was to implement an exchange of archival materials between Belgium, France, Germany, and the Netherlands.

This part of Vollmer's commission calls for a short explanation. In the course of frequent changes of sovereignty in the bitterly contested Dutch-Belgian danger zone of Europe and as an effect of hereditary transmission of territories, many bodies of archival materials had come into the possession of and were preserved in archival repositories outside the boundaries of the states in whose present area they had originated and to whose territory they referred. The convention of 1926 between Prussia and the Netherlands, based on the application of the principle of provenance, had clarified between the two countries the respective rights to such fonds and had resulted in their actual exchange, but earlier efforts of the Netherlands to reach an understanding with Belgium had been abortive. Particularly obnoxious to Dutch archivists and historians was the fact that some of the records that had been abducted during the revolutionary and Napoleonic period, as, for instance, the imperial charters of St. Gervase in Maastricht dating back to 1051, were still in French repositories. Thus, Vollmer's communication to the effect that the principles of the convention of 1926 would be applied not only to Germany as a whole but also to Belgium and France was bound to cause some satisfaction among the Dutch archivists, the more so since the Netherlands was likely to obtain more than it would have to cede. The announcement was favorably commented upon in articles of the *Algemeen Handelsblad* and the *Nieuwe Rotterdamsche Courant*, which are reprinted in the *Archievenblad*. That of the *Courant* is written by a contributor (*medewerker*) of the paper and comes apparently from circles close to the *Archivamt*. Its title, "There is reason for great satisfaction," and the allusion to Vollmer's "trustworthy leadership" makes this quite probable. The whole measure was undoubtedly designed as part of a policy aimed at ingratiating the new régime with the

Dutch. One is inclined to believe, however, that the recent executions have left a deeper and more lasting impression.

To what extent the German Archival Office has interfered with normal activities of the Dutch archives is not clear. It may be safe to assume that in general Vollmer has abstained from exercising direct influence on the archives and has preferred to work through the Department of Education, Fine Arts, and Sciences, under whose jurisdiction they are.

During its convention the society devoted most of its attention to the problems of microphotography and the disposition of useless papers. To investigate the latter problem a commission of five archivists was appointed, consisting of D. P. M. Graswinkel, chief of the Division of Modern Archives of the General State Archives, as chairman, two state archivists, one municipal archivist, and one representative of the archives of the water-co-operatives. This committee is also to serve as an advisory committee on problems of disposition to the archivist general. A paper read by Graswinkel on elimination of useless papers and an explanation of the newer German practices, which was contributed by Vollmer, may deserve a special report in THE AMERICAN ARCHIVIST. Some of the speakers showed concern about a Department of Social Affairs circular of July 24, 1940, providing for the employment by the communes of "white collar" unemployed and the assignment to them of activities such as the arranging of archives and libraries and the inventorying of noncurrent records. It was felt that such work should be done only under close professional supervision, since inexperienced workers "turned loose" on the archives of the communes might do considerable damage to them, and that therefore the provincial archives inspectors should interest themselves in the problem.

Great satisfaction was expressed over Arthur H. Leavitt's recent translation of the Dutch archives manual into English. "It is surely no small tribute and honor to our predecessors," said the president, "that the translation has been published in the country where modern archives are in the forefront of interest, a clear indication at the same time that what is embodied in the *Handleiding* is useful for those archives too." The society was also informed by the president that A. F. J. Van Laer, retired state archivist of New York, had resigned his membership as a corresponding member but would receive copies of the *Archievenblad* as before on account of his outstanding deserts. "In accordance with his advice," the president went on, "the Chief of the Archives Administration of the United States of America has been nominated (*aangewezen*) as a new corresponding member." Whether this nomination actually established the membership of the archivist of the United States, then R. D. W. Connor, or was to be followed by a formal election, the audience was not told. Was it considered wise to abstain from the latter act in the presence of the *Leiter des Deutschen Archivamtes in den Niederlanden?*

General News

The Inter-American Bibliographical and Library Association at its fifth annual convention in Washington, February 20-21, resolved to recommend to the Committee on Latin-American Studies that suitable measures be taken to further the preparation of a *Guide to Materials for the History of the United States in Latin American Archives and Libraries*, and a *Guide to Materials for Latin American History in United States Libraries and Archives*, by securing appropriate financial assistance and by seeking to place the subject on the agenda of the next meeting of the appropriate Inter-American Congress or Conference. It also went on record as urging the preparation of a manual on the care and preservation of archival materials for distribution to Latin American archivists and librarians. These recommendations were the result of a round table discussion on "Archival Needs of Latin America" led by Thomas P. Martin, Library of Congress. A summary report of the proceedings is published in the *Hispanic American Historical Review*, XXII (May, 1942), 416-420.

The *Code of Wartime Practices for Newspapers, Magazines and Other Periodicals* established by the Office of Censorship provides that, except when officially released, information disclosing the new location of national archives, art treasures, and so on, which have been moved for safekeeping, must be withheld from publication.

The Philadelphia Bibliographical Center and Union Library Catalogue has announced that although no definite plans have been made to date, it is hoped that annual supplements to the *Union List of Microfilms* can be published, the first to be ready for publication before the end of 1942. Eleven institutions that contributed to the original list have sent information regarding corrections and additions. It is the desire of the compilers that other institutions furnish information on new acquisitions and such corrections in the basic *Union List* as may be necessary. The committee requests information on: (1) items omitted from the published list; (2) new materials acquired since the publication of the basic list; (3) notice of such materials as may be acquired in the future; (4) data on privately owned collections; and (5) large scale projects which may now be under way or under consideration. If such data are available, information should be given on imprint, collation, number of frames or reels, location of original from which the film was made, whether negative or positive, and other pertinent bibliographical data in addition to author and title.

The supplements probably will be issued on a cost basis. Therefore, the compilers are interested in estimating their probable sale. Persons interested in the supplement project should address the Committee on Microphotography,

Philadelphia Bibliographical Center and Union Library Catalogue, Fine Arts Building, University of Pennsylvania, Philadelphia, Pennsylvania.

California

Under provisions of the will of the late Tom Mooney, all his books, correspondence and other records have been left to the University of California Library at Berkeley.

Colorado

Herbert O. Brayer, archivist of the Denver and Rio Grande Western Railroad Company, reports that the archives of that company have outgrown the single office in which they were housed in November, 1941, and now occupy a large three room suite. A new building, purchased by the corporation, will be available for permanent records storage this fall.

The archives of the railroad date from 1869, and now include about 3,000 documents prior to 1900. The original telegrams, letters, and other documents relative to the Royal Gorge dispute between the Santa Fe and the Denver and Rio Grande Western were recently acquired. The archives also contain a collection of more than 4,000 original railroad photographs, many of which were made by the noted pioneer photographer, William Henry Jackson, who was for some years the official photographer of the road. A calendar of the Denver and Rio Grande Western archives, 1871-1940, is in course of preparation. Mr. Brayer is assisted in administering the archives by Mrs. Garnet M. Brayer and Miss Elizabeth Stafford.

Delaware

Leon de Valinger, state archivist, announces the appointment of Virginia E. Shaw and Elsie Bloth to positions with the Public Archives Commission. On April 16, Mr. de Valinger delivered an address on archival problems before the Pennsylvania Federation of Historical Societies.

District of Columbia

The Credit Union Section of the Farm Credit Administration has published in its magazine *Co-operative Saving With Federal Credit Unions* a series of articles of interest to records administrators under the title "Speaking of Files."

Phillips Temple, librarian of the Riggs Memorial Library, Georgetown University, has announced that rare historical documents deposited in the library are being moved for safekeeping within the solid masonry walls of the archives section in the Healy Building. The Georgetown archives contain records concerning the early history of the university, together with one of

the most extensive collections of documents dealing with the Jesuit order to be found in this country. As recently noted in this section, Coleman J. Nevils, S. J., is archivist.

Edward G. Campbell, Division of War Department Archives, the National Archives, discussed the subject of "Old Records in a New War" at the meeting of the Special Libraries Association, District of Columbia Chapter, on April 14.

Old District of Columbia government records, now stored in various corners of the District Building, may be microfilmed to save space under a plan recently announced by the commissioners. A committee, headed by A. R. Pilkerton, has been appointed to study the problem of space conservation through microfilming and disposing of unnecessary records.

Florida

The Florida Historical Society has acquired the Pleasant Woodson White papers, 1829-1883, many of which relate to White's activity as head of the commissary supply department for Florida during the closing days of the Civil War.

Illinois

The *Museum News* for March 15 describes a manuscript display technique that has been developed by the Chicago Historical Society. Each manuscript is individually mounted on a matboard without the use of glue or adhesive, the manuscript occupying a window in one corner of the matboard. At the opposite corner is a printed label pointing out the salient facts about the item on display, stressing the relationship of the writer to the general theme of the full exhibit. At the remaining corners of the matboard and running between the manuscript itself and the label, color is introduced through painted sketches.

Charles Gates Dawes, former vice-president of the United States, has given his Evanston, Illinois, home to Northwestern University for the establishment of a Northwestern Historical Center that will house one of the country's largest collections of documents concerning the Old Northwest Territory.

Indiana

Leland R. Smith, chief of the Archives Division, Indiana State Library, has resigned to accept a research position with the General Motors Corporation. Margaret Pierson is serving as acting chief.

Iowa

The Iowa State Historical Society has issued for free distribution a pamphlet entitled "Organization, Purposes and Activities of Local Historical Societies in Iowa." Ethyl E. Martin is the compiler.

Kentucky

The Kentucky State Historical Society is making a concerted effort to protect state records from the waste paper collector by systematically calling to the attention of heads of state agencies the importance of making a careful selection of what materials are to be turned over to collectors during the current drive for paper salvage.

Bayless Hardin, research assistant, has been granted leave of absence by the society. His position will be filled by Eleanor Southgate Earle.

Louisiana

The Louisiana State University Department of Archives reports that William H. Hogan, assistant archivist, has entered military service. Within the next few months the secretary of state and the state auditor will transfer over 650 volumes and 9,000 other items from their offices to the university Department of Archives.

Maryland

The following news item from the *Baltimore Sun* of May 25 is of particular interest to archivists:

> A thorough housecleaning of cellars and attics of the City Hall and the Courthouse has produced more than fifty tons of wastepaper for the war stock pile, and the work still is unfinished.
>
> The cleanup is incidental to the carrying out of a plan for moving the Bureau of Archives from the top floor at the City Hall to the first floor. In their present quarters the historical and operating records of the municipal government are regarded as in great danger of destruction should an air raid take place.
>
> The suite of rooms occupied by the archives division is protected only by a thin roof, a large area of which consists of a skylight. Some weeks ago an order was given by Dr. Horace E. Flack, head of the Bureau of Legislative Reference, of which the archives division is a unit, to move all the records from the top floor.
>
> It was decided to store the historical documents in vaults in the cellar of the City Hall and to place the operating records which must be retained for a time on shelving in the cellars of both the Courthouse and the City Hall. Other records that must be kept accessible, such as street plans, are to be kept on the ground floor.
>
> According to Frank J. Sebald, municipal archivist, it was found that

space in the two cellars already was crowded with the overflow from the archives unit and it was decided to cull out the dispensable records and sell the material as wastepaper. Selection of matter to be discarded proved to be a complicated operation.

Rejection of records by the city government must be done in accord with the terms of an ordinance enacted some months ago. City records accumulated since the town was first laid out in 1729 were begining to overflow available storage space and were invading quarters needed by bureaus. The archives unit itself had spread from one large room into a number of smaller chambers along a corridor of the top floor and its accumulations had begun to tax other storage space.

Under the ordinance a committee must determine what records can be dispensed with and discarded. The bill stipulates that this committee is to consist of the head of the bureau of legislative reference, the city solicitor and the head of the department whose records are under consideration. This group met several times and finally listed the categories of documents that could be discarded.

Most of the fifty tons of waste already salvaged for the war paper stock consists of old printed reports, outmoded codes and cash books and records dating back to 1864. Removal of this material made space for the records that are to be retained.

Regarded as most valuable are the records of the city commissioners who acquired sixty acres under an act of the General Assembly and laid out the town in 1729. The records are complete from this first act in establishing the city down to date.

The problems involved in the disposition of public records was the subject of the following amusing editorial published in the *Sun* on May 26:

In the City Hall they are having a bad attack of a disease best described as archives trouble. It is not a new disease. In time it attacks all families, institutions, corporations and governments. Governments, in fact, suffer from it more severely than any other group.

There is no cure for the disease. Governments spend millions to alleviate it. They acquire, in the therapeutic process, vast edifices like the National Archives Building in Washington or like the Hall of Records in Annapolis. But such structures are mere monuments to the incurable nature of the ailment.

Baltimore's present attack grew out of the discovery that our own Bureau of Archives was outgrowing its quarters on the top floor of the City Hall. The discovery might not have been made but for the fact that the top floor, by expert opinion, is dangerous in case of a raid. Archives, as everyone knows, are always being threatened by fire, or neglect, or dampness or destruction in war. They always have to be moved. It is when they have to be moved that people realize how far the disease has progressed. The effort to move those at the City Hall to a safer place disclosed the extent of the trouble.

One of the many ways used to control archives is to "survey" them and dispose of useless material. The man who undertakes this task takes his life in his hands, for it is invariably discovered by somebody that he is on the verge of destroying "historical papers of such value as to be beyond price."

Dr. Horace E. Flack, as the natural custodian of everything of historical value in the City Hall, is using the "survey" method at this moment. Already his efforts have produced fifty tons of "wastepaper." That's what they call it today. Tomorrow somebody will discover that he is robbing posterity of its rightful heritance. Then won't his face be red!

Massachusetts

The *New York Times* reported on March 22 that "all of the State's historic documents, including the original Massachusetts Bay Colony Charter and the State Constitution, are being moved from the archives division on the fourth floor of the State House to bombproof and fireproof basement vaults. During the moving process a warrant was discovered dated Feb. 16, 1795, authorizing payment of about $40,000 to start construction of the present State House."

Harvard University Archives now has, as a result of the inventory mentioned in the April issue of THE AMERICAN ARCHIVIST, a record of the papers of some ninety departments, offices, and committees throughout the university. A second edition of a pamphlet prepared by the archives for the information of officers of instruction and administration has been distributed. Alice E. Cutter has been appointed part time assistant to Francis P. Keough, recently appointed archivist.

The Business Historical Society announces that it has received the records of the First National Bank of Boston. These include eleven volumes of the original records of the Shoe and Leather Dealers' Bank of Boston that became the Shoe and Leather National Bank. These volumes contain the minutes of the stockholders for the years 1836-1865 and 1886-1893, as well as the directors' minutes from the establishment of the bank until 1901. The collection also includes two account books of the Blackstone National Bank, whose liquidation was in the hands of the Shoe and Leather National Bank.

A collection of more than 250 letters written by Abigail Adams during the period 1784-1800 has recently been acquired by the American Antiquarian Society.

Michigan

The University of Michigan's department of library science has instituted a new course in the summer session on the "Care and Use of Historical Manuscripts." The topics to be covered include the principles of arranging, cataloguing, and repairing both personal and public papers, a survey of the country's leading manuscript depositories, and a discussion of the evaluation and editing of manuscripts. The course will meet in the William L. Clements Library and is to be taught by Howard H. Peckham, curator of manuscripts there.

Harry F. Kelly, secretary of state for Michigan, furnishes an interesting account of the application of microphotography to the records of the State Motor Vehicle Division in a recent article in *State Government*, 14 (November, 1941), 270. The most interesting paragraphs of the article read as follows:

> The Michigan law requires that transferred titles be kept on file for six years by the Motor Vehicle Division. As a result of this requirement millions of such records had accumulated in the files of the Division when the new plan was put into operation. In 1940 alone, Michigan had more than 1,500,000 automobile registrations. Already tons of these documents have been photographed and destroyed, and new records are being photographed as they are received. Space formerly occupied by cumbersome, space-consuming wooden files is now used to house two other divisions of the Department of State which formerly occupied rented quarters in downtown Lansing. On this item alone approximately $6,000 a year is being saved.
>
> The development of the new system was an instance of necessity being the mother of invention. The top floor of the State Capitol building, where the offices and filing rooms of the Motor Vehicle Division have been located for many years, had become so over-crowded as to constitute a serious fire hazard. The congestion also increased the danger of misfiling and reduced the efficiency of our services to the public.
>
> The micro-filming process has made the solution of these problems possible. The films of records of the Division are filed in a very small fraction of the space formerly required, and the files are now conveniently located for reference purposes. The fire hazard has been eliminated; service has been improved, despite the fact that there are now fewer employees; and the offices of the Division have taken on the appearance of modern efficiency. A recent visitor to the new registration office aptly described it as being "acres of records, filed in inches of space."

Minnesota

Under the provisions of the archives act passed by the state legislature in 1941, the Minnesota Historical Society is required to pass on all requests made

by state agencies to destroy state records. Grace Lee Nute, curator of manuscripts, writes that requests for the services of the society in this connection have "poured in thick and fast," necessitating the employment of Eugene Barnes as an assistant to the superintendent and the curator in making the required examinations and keeping the records thereof. The procedure devised to handle disposition work is reported to be working smoothly.

Mississippi

Through an oversight this section failed to report the issuance some time ago of the *Biennial Report of the Mississippi Department of Archives and History, July 1, 1939-June 30, 1941*. Copies of this report may be obtained from William D. McCain, director of the department.

New Jersey

George J. Miller has been appointed assistant registrar of the Board of Proprietors of East New Jersey at Perth Amboy. This organization has custody of the land records of East Jersey, 1685 to date. A survey of the records of the board is now in progress, and its earliest minute books have been repaired and rebound.

New York

Schools for the instruction of public officers having custody of public records are being held in each county of the state on a schedule which will provide full coverage of the state by August 15, according to word received from Arthur Pound of the state Division of Archives and History. Attendance has been excellent at these one-day meetings. The archives law is being explained to these officials and instructions given to them on the standards of record keeping required by the division under that law.

The New York Historical Society has acquired the Quinn collection of manuscripts, photographs and other source materials relating to New York hotels and the Stonebridge collection of photographs, negatives and slides of the Bronx and New York state. Also recently acquired are letters addressed to Gov. George Clinton, 1777-1779, by Aaron Burr, Horatio Gates, and others, and the papers of William Sulzer, formerly a member of Congress from New York.

Richard B. Morris, director of the College of the City of New York Defense Council is the author of a section on the protection of records, rare books, and art treasures in the *Handbook of Civilian Protection* issued by the council.

Ohio

Governor John W. Bricker has appointed an Ohio War History Commission to serve as a central agency for the preservation of war records in the state. Carl Wittke, Oberlin College, is chairman, and William D. Overman, executive secretary. Headquarters will be at the Ohio State Museum, where Mr. Overman is curator of history and archivist.

The Ohio State Archaeological and Historical Society recently secured a collection of important letters, documents, manuscripts, copies of letters, pamphlets, broadsides, and other written and printed material pertaining to the bankruptcy of Jay Cooke, "Financier of the Civil War." The material is of the period 1870-1890, and consists of 3,800 items. Four years ago the society obtained a collection of 2,200 items of Jay Cooke material pertaining primarily to his western land transactions and his Ohio interests.

The Hayes Memorial Library has acquired four volumes and twenty-seven other Sandusky County records, several additional Hayes manuscripts, the so-called Johnson's Island papers, and microfilms of the David M. Key papers. The library's project, known as the "Bibliography of American History, 1865-1900" is described in an article by James H. Rodabaugh, assistant director of research, in the April 15 issue of the *Library Journal.*

Pennsylvania

The state librarian, Alfred E. Keator, states that a Pennsylvania archives building is to be one of the first projects to be considered for the state under the Public Works Reserve Program after the war. Representatives of the Pennsylvania Federation of Historical Societies attended a conference in Washington last December that resulted in this and other decisions intended to facilitate the future archival program of Pennsylvania.

The Pennsylvania Historical Commission is collecting source materials relating to the state's war effort. A new division of the commission has been formed to deal particularly with this work. Marvin W. Schlegel, formerly of the Archives Division of the state library, is in charge of the project. The State Council of National Defense will assist the commission by furnishing it with copies of source materials relating to council activities and by requesting the various departments of the state to do likewise concerning their defense activities. Numerous state-wide organizations also are being contacted to secure their co-operation in the preservation of historical materials. Centralization of responsibility for the collection and preservation of the materials essential to the future writing of the history of the state's war effort is the basic feature of the program, although local agencies are not to be discouraged from undertaking similar work in the local areas.

The University of Pittsburgh has acquired for its Darlington Memorial Library the so-called "Lost records of the Ohio Company of Virginia," about three-fourths of which have never been published. The papers are described in an article in the winter (1941-1942) issue of *Pitt*, a quarterly of the university.

Rhode Island

The Rhode Island Historical Society is moving into its new quarters in the John Brown House. Steel shelving has been installed and many improvements made to adapt the building to its new purpose.

Tennessee

Governor Prentice Cooper has "revived" the Tennessee Historical Commission, originally created by the state legislature in 1919. The first regular meeting of the new commission was held on December 4, 1941. The commission is now publishing jointly with the Tennessee Historical Society the *Tennessee Historical Quarterly*. William C. Binkley is the editor. The code of Tennessee provides $10,000 per annum for the use of the commission. One of the major points in the projected program of the commission is the erection of a state historical building prior to 1946 in which year the state will celebrate its sesquicentennial.

Texas

Summerfield G. Roberts has placed with the Dallas Historical Society the manuscript journal of the Texas Convention of 1836. It was this convention that wrote the Declaration of Texan Independence and adopted the constitution of the independent state. "Lost" for over a hundred years, the journal is regarded as one of the most important historical documents of the state.

Utah

Andrew Jensen, assistant church historian, Church of the Latter Day Saints, died November 18, 1941. Appointed in 1891, he carried out a program of research and collection of manuscript materials for the entire church with the result that over fifteen hundred record books and hundreds of volumes of miscellaneous manuscripts now are in the custody of the church archives.

Virginia

Washington and Lee University has announced the establishment of the Robert E. Lee Archives as a division of the Cyrus Hall McCormick Library. It is planned to make the archives a national depository for source material on the life of Lee. Over four thousand manuscript items concerning his life and work are already in the collection. Allen W. Moger, a member of the

history faculty of the university, has been appointed archivist. To aid in the program, a national advisory committee of scholars and public men is being formed.

Washington

The University of Washington has received the papers of Wesley L. Jones, who for some thirty years represented the state in the House of Representatives and Senate of the United States. His important committee assignments and the length of his service in public life give these papers significance for the study of both state and national history. Arrangement of the manuscripts is now in process.

Glenn H. Lathrop of Seattle reports that a considerable movement is underway to make "insurance copies" of vital public records in the target areas along the Washington Coast. Scarcity of microfilming equipment has handicapped planning. However, the cities of Everett and Tacoma have secured 35 mm. equipment, and WPA 16 mm. cameras are expected to be available by July 1, at which time it is hoped that the filming program will get fully underway at several other coastal points.

Wisconsin

Annie M. Nunn, assistant superintendent of the State Historical Society, died on January 5, 1942. She had served the society for over fifty years.